

Summative Evaluation of the Katimavik Program

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EXECUTIVE SUMMARY

PROGRAM DESCRIPTION

The Katimavik Program's specific objectives are to: contribute substantially to the personal, social and professional development of the participants; promote community service; and offer a diversified experience fostering a better understanding of the Canadian reality.

The Program is based on the concept of service learning. This is volunteer work on community projects, combined with learning activities, work experience, group living, and living with families in the communities. Participants spend 39 weeks on such activities, in each of three different communities across Canada. In addition to their community service work, participants engage in a series of learning experiences in the areas of leadership, official languages, healthy lifestyle, environment, information technology, and cultural discovery.

Katimavik is open to Canadian citizens and landed immigrants aged 17 to 21 years. It is administrated by the Citizenship Participation Branch of the Citizenship and Heritage Sector of the Department of Canadian Heritage (PCH). It is delivered by a third-party non-government organization, Katimavik-OPCAN Inc. Almost all (98-99 per cent) of funding for the Program is provided by the Government to Katimavik-OPCAN through an annual contribution agreement between the Corporation and PCH. PCH withholds four per cent of funding to cover administrative costs related to Program management.

Funding to the Program has risen in recent years. Core funding was \$9 million a year from 1997 to 2003, with \$3 million being added in those years. The Federal Government increased Katimavik's funding to \$14 million for 2003-04 and to \$20.6 million per year starting in 2004-05.

EVALUATION OBJECTIVE AND METHODOLOGY

The objective of the study was to conduct a summative evaluation of Katimavik. The Program's Terms and Conditions come up for renewal on March 31, 2006¹, making an evaluation necessary at this time. The issues addressed were relevance, success, cost-effectiveness/alternatives, and design/delivery.

This study made use of multiple lines of evidence to address the evaluation issues:

- ☐ **Review of Documents/Literature:** A large number of Program documents were reviewed. As well, the desire to compare this Program to other youth programs necessitated a scan of the Internet to uncover descriptions and evaluations of programs similar to Katimavik.
- ☐ **Key Informant Interviews:** The views of 10 PCH and Katimavik-OPCAN managers were sought through key informant interviews. The focus of these interviews was on administrative and delivery aspects of the Program. *Constraint: Most key informants have some stake in the Program (representatives of PCH and Katimavik-OPCAN).*
- ☐ **Expert Interviews:** Five experts in the area of youth programming were interviewed to obtain information on alternatives to Katimavik.

1. Now extended to June 15, 2006.

- ❑ **Review of Secondary Evidence from Participant Surveys:** Evidence on impacts on participants was obtained from two surveys of participants: (1) one commissioned by PCH (n=375) of past participants up to three years previously and non-participants in the corresponding years; and (2) the other conducted by Katimavik-OPCAN (n=480), which conducts such a survey on an annual basis at the beginning and ending of participants' Katimavik experience. These surveys enabled measurement of Program impacts on participants by controlling for the influence of other factors. ***Constraint:** Skill levels are self-reported and there are no questions on what participants would have done in the absence of the Program.*
- ❑ **Review of Secondary Evidence from a Public Opinion Poll:** Evidence on relevance was obtained in a public opinion poll, commissioned by PCH, of 2,000 representative Canadians.
- ❑ **Focus Groups:** Qualitative evidence on longer- term participant outcomes was gathered in three focus groups with 15 past Program participants. ***Constraint:** Given that there are about 4,000 past participants, this evidence is only illustrative and suggestive of participant experiences and was **not** intended to be representative (which typically is the case with focus groups).*
- ❑ **Community-Partners Survey:** Information on satisfaction and results experienced by community-partner organizations was gathered using a web survey of 58 out of a sample of 300 partners. ***Constraint:** The survey results are subject to a high sampling error, given there were about 1,000 partners that participated during the period in question.*

Note as well the inability to measure long-term impacts in this evaluation. The further back youth had participated in the Program, the more difficult it was to reach them for the surveys and focus groups. As well, attribution of long-term outcomes to the Program would have been difficult owing to the fact there are several factors that would have contributed to an individual's current state, in addition to the Katimavik experience – a challenge encountered in most evaluations of this kind.

EVALUATION FINDINGS

Rationale/Relevance

Addressing Needs

Many of the conditions that gave rise to Katimavik in the mid-1970s continue to exist today. At the time of the Program's inception, the youth unemployment rate was at the level it is today (12-13 per cent). During the mid-1970s, there was an identified need to assist youth with the transition from high school to post-secondary education and concern expressed about the environment. These two issues are apparent today and are two of the issues on which Katimavik continues to focus. The need for a program such as Katimavik that promotes volunteerism among youth is also suggested by the declining national volunteer rate for youth.

Katimavik is focused on the skills youth need to enter and advance in the workforce. Conference Board of Canada research has shown that employers require workers with not only job-specific skills, but also transferable or employability skills, such as communication, problem solving, multilingualism, adaptability, teamwork, and science and technology skills. While some of these skills can be learned in the classroom, often they are acquired by participating in practical activities such as community events, sports or cultural activities, and volunteering or internship projects, which is the approach taken by Katimavik.

Youths' motivations for participating in Katimavik coincide closely with expected results of the Program. The PCH participant survey indicated that a significant majority of participants identified as important various goals and motivations for participating in the Katimavik experience that matched areas targeted by the Program. These include enhanced employment prospects; improved second- language skills; learning to work in groups; developing a strong work ethic; increased tolerance for other cultures; and developing leadership skills.

Reach and Targeting

Katimavik does not target specific equity groups. Participants are selected into the Program in stratified random fashion, taking geography, language and gender into account. However, the Katimavik-OPCAN does monitor the representation of these groups from year to year (but it does not have the capability to observe differences in participant motivations and outcomes by equity group).

Some experts feel more could be done to target youth who are in particular need of the experience Katimavik offers. It was suggested that Katimavik-OPCAN make efforts to raise awareness of the Program among, and encourage more involvement by, "marginalized" youth, such as economically disadvantaged youth, rural youth, Aboriginal youth, and visible minority youth, who were said to truly need the type of assistance Katimavik provides. Other data confirm skill deficits in certain equity groups and the possible need for attention by a program like Katimavik.

Alignment of Katimavik with Government and PCH Objectives

Katimavik objectives align well with the priorities of the Federal Government. Interviewees noted the link between Katimavik objectives and Government objectives relating to bilingualism/official languages; environmental awareness; cultural diversity; and civic participation, as well as youth. Also, Katimavik, which is expected to increase knowledge of Canadian diversity and to enhance civic participation, links well with one of the Department's strategic outcomes: "Canadians live in an inclusive society built on intercultural understanding and citizen participation."

Need for Government Involvement

The Federal Government's involvement with the Program is viewed as appropriate. Survey data indicate that an overwhelming majority of Canadians, Katimavik participants and non-participants feel that it is important for the Government of Canada to continue to invest in youth programming, such as Katimavik. A similar proportion of participants and non-participants said that the funds spent on the Program are worthwhile.

Experts agreed that the Government should not be **solely** responsible for the Program. Involving non-government organizations (NGOs), as is currently done under Katimavik, is considered to be a good delivery model because NGOs are often accustomed to working with volunteers. No evidence could be gathered on the issue of the appropriateness of Government funding of a non-government organization, like Katimavik-OPCAN, that is exclusively responsible for program delivery.

Success/Impact

Attainment of Expected Immediate-Term Outcomes

Enhanced volunteerism and leadership skills are short-term expected outcomes of the Program. Almost all participants are satisfied with Katimavik in regard to developing leadership skills.

As for volunteerism, the evidence is stronger that the Program is having an impact on attitudes than on actions. The participant survey results indicate that most Katimavik “graduates” have a positive attitude toward volunteerism, recognizing its role in their own development and in that of their community. This can be attributed to the Program, as positive attitudes are stronger among former participants than it was at the start of the projects and than non-participants.

The evidence is weaker for the Program’s impact on **participation** in volunteering. On the one hand, participant survey results indicate that, following their projects, a large majority of participants are volunteering or planning to, and this proportion is larger than at the start of the project. On the other hand, participants were no more likely to be volunteering than non-participants, who also were significantly more likely to have said the skills they acquired through volunteering activities helped them find a job. Further, the evidence suggests that the impact on attitudes toward volunteering diminishes with time since the Katimavik project. However, this could partly be explained by older youth being more preoccupied with finding employment, building relationships and completing education at that stage of their lives.

Attainment of Expected Medium-Term Outcomes

Following completion of their Katimavik projects, participants reported possessing skills that are the focus of the Program’s expected medium-term outcomes. High-average ratings were reported for professional development skills, such as planning and organizing, communication, problem-solving, teamwork, work ethic and career preparedness; personal development skills, such as ability to act independently, self-confidence, emotional, and physical well-being. Somewhat lower though still positive scores were given to measures of appreciation of cultural differences and knowledge of cultural communities, suggesting the acquisition of knowledge of Canada and its cultural diversity, another medium-term expected outcome of the Program.

Many of these outcomes can be attributed to the Program, based on comparisons of participants’ skill levels to participants’ pre-project levels and to non-participants’ levels. Also, many outcomes are being sustained over the medium term, as proportions with the skills are similar for those who participated three years previously compared to those who participated one year previously.

Looking at the acquisition of skills in terms of the Katimavik learning programs with which the skills are most closely allied, surveyed participants provided high ratings on questions related to each of the five learning programs: leadership skills, cultural discovery, healthy lifestyle, second language and the environment, in terms of both perception/attitudes and competence/knowledge. However, the proportions suggesting success of the healthy lifestyle learning program are generally lower than proportions suggesting success in the other learning programs.

Moreover, the results suggest that the changes made to the Program in 2003 have *not* had, to date, the intended effect of enhanced skills. The reported post-Program levels of skills and attributes were fairly similar in latter years to what they were in the years before the changes.

Community partners are being positively affected by Katimavik projects. Representatives of a strong majority of organizations participating in the survey reported participants had a positive impact on many aspects of their organization, including some suggesting only longer-term effects, some, such as enhanced workplace relations and visibility of the organization within the community. Moreover, about seven in ten projects continued beyond Program funding, suggesting sustainability and potentially lasting impacts. The evidence also suggests that the Program is having an incremental effect on about half of the projects that were completed at the time of the survey.

Attainment of Expected Long-term Outcomes

There is limited evidence suggesting that the Program has had positive long-term impacts on participants' civic participation. Some Katimavik-OPCAN and expert key informants feel that people who get involved in this type of activity early in life are more likely to continue to be engaged in volunteer work later in life. This is supported by findings from the 2000 national survey of volunteering, which also demonstrated a strong link between volunteering and civic participation.

Equity Groups Reached

The Program is doing a good job of reaching equity groups, though not targeting any of them. Individuals from remote/rural areas or from low-income families are over-represented among Katimavik participants compared to their share of the Canadian population. The proportions of participants who are Aboriginal persons or from a visible minority group are fairly similar to those in the overall population, and that of Francophones somewhat higher than their share of the total population. Despite being well-represented among Katimavik participants, the representation of many equity groups has fallen somewhat in recent years.

This study has found that not all Program objectives are being attained to the same degree, that some program elements are being delivered more effectively than others (see below), and that there may be value in targeting the Program on certain groups in particular need of the assistance offered under the Program. However, the information available for this evaluation did not enable determination as to whether or not all Program objectives and activities are needed for all youth.²

Unexpected Impacts

Few truly unexpected benefits of the Program were identified. Anecdotal evidence provided by an international expert suggests Canada's international image may be enhanced by the fact that Katimavik is highly regarded internationally. But hard evidence of this could not be found.

2. The information from the participant survey did not allow cross tabulation of skill attainment measures by equity groups, which would have permitted observation of objective attainment and satisfaction for different groups of youth.

Cost-effectiveness/Alternatives

Cost of Katimavik

Funding to the Program has increased greatly in recent years and the extent to which this had the desired effect is mixed. The funding increase did enable the Program to increase the number of participants, from 726 in 2002-03 to 1,118 in 2004-05, an increase of 54 per cent. However, this is considerably less than the 71 per cent increase in funds provided to the Program over the same period. Moreover, the participant retention rate fell following extension of projects to 39 weeks. As well, as noted earlier, there has not been a noticeable increase in the skill impact for participants over the period of 2002-03 to 2004-05, as was the expectation of the changes enabled by the funding increase. Finally, the resulting increased participant intake did not result in the expected economies of scale in terms of administrative cost savings, due, to some extent, to the enhanced learning programs and lengthened duration of projects.

Katimavik-OPCAN's large salary and wage budget merits some attention. Salaries and benefits accounted for 40 per cent of total Katimavik-OPCAN expenditures in 2004-05, which is higher than the 30 per cent share that salary costs represent of total costs for the comparable American program, the National Civilian Community Corps. While it is recognized that project recruitment, development and coordination are time-consuming and costly activities, it is the evaluators' view that the Katimavik salary budget deserves further investigation.

Cost-effectiveness Analysis

The cost per Katimavik participant who started a project in 2004-05 was \$18,426 while the cost per graduate was \$24,408. Katimavik's cost per participant who started a project is much higher than it is for most other youth programs examined (\$856 to \$12,000). However, few if any programs have the extensive goals and activities of Katimavik. Most other programs reviewed do not, as does Katimavik, seek to enhance youth's professional development skills and appreciation of intercultural diversity and volunteerism, while at the same time feeding, sheltering and transporting participants away from home in three different communities. In only one case is the cost per participant on the same scale as Katimavik's: the U.S. Americorps' National Civilian Community Corps (NCCC) (\$26,600), and its scope is similar to Katimavik's. A European program, moreover, does have a similar scope yet its per-participant cost is lower (\$9,340).

To properly assess Katimavik's cost-effectiveness, its longer-term outcomes in comparison to similar programs would need to be known. Even if the (short-term) unit costs of a program are higher, as is the case for Katimavik compared to other youth programs, it is possible that the particular program's approach is benefiting its target group and society more in the long term than the other programs, thus justifying the higher unit costs. However, the information that would be needed to assess this would be difficult and costly to obtain. In the case of Katimavik, the quality of administrative data does not support tracking down participants from some time ago.

Katimavik's unit cost has risen since 2002-03. The expectation from augmented Program funding was that the increased cost per participant (owing to the extension of the Program's duration from 30 weeks to 39 and enhancement of learning programs) would be offset by economies of scale. However, this did not happen, as the per-participant cost rose. In our view, it is not clear why there was this expectation, as the expanded number of projects required increased spending to transport and house participants on-site, costs which are covered under the Program.

Transferring Delivery to Others

There was insufficient hard evidence gathered to determine definitively whether or not the Program should be transferred to other sectors for delivery. Some experts said that, while the Government is well positioned to fund such a program, its delivery should be the responsibility of the non-government sector, which has more experience in dealing with young volunteers and “stretching dollars.” This is in effect the case for Katimavik. However, the delivery arrangement whereby Katimavik-OPCAN acts as an intermediary for a single public program (Katimavik), between the Federal Government and other NGOs is unique. No evaluations could be found that assessed the relative effectiveness of delivering a program like Katimavik via an intermediary dealing with NGOs, as opposed to a Government department or agency dealing directly with these organizations.

Suggested Cost-Reduction Options

Key informants and experts offered the following suggestions for reducing the cost of the Program, most of which merit consideration, including increasing the use of technology, with respect to more on-line reporting by regional offices; decreasing the number of regional offices, which could save up to \$100,000 in administrative costs per office, though at the risk of increased travel costs for on-site visits by staff; reducing the number of communities per participant to two from three, which could reduce participant travel costs by roughly a third per year (saving \$430,000 annually) as well as project development costs, though at the risk of reduced exposure to cultural diversity; an alternative to the preceding option, having more than one group stay in a community, which would not reduce participant travel costs but would reduce project development costs with no loss in multicultural exposure; and reducing the length of Katimavik community projects to seven months, which could save about \$120,000 in annual Program costs, though again at the risk of diminishing the experience for participants. However, as noted, the retention rate of shorter-duration cycles was higher than for longer-duration ones.

Funding Diversification

Katimavik-OPCAN has made only limited progress in finding sources of funds outside the federal government and more work is needed in this area as dependence on the Government remains high (98 per cent). Katimavik-OPCAN has been trying to diversify funding for some four or five years and these efforts are recognized, along with the fact the organization has reaped some benefits in this regard in the form of contributions from a few organizations. However, the amount obtained from non-government sources represents only a very small proportion of the Program’s total costs. Most other youth programs encourage project sponsors to leverage monies from funding partners. Potential sources of funding would be the pool of past participants, which Katimavik-OPCAN should make stronger efforts to tap into, and corporate sponsors and foundations, which universities benefit from.

Overlap/Duplication with Other Programs

Katimavik is a unique program; most other youth programs have objectives that correspond to one or more of Katimavik’s objectives. In terms of the comprehensiveness of Katimavik’s activities and objectives towards enhancing employability, volunteerism and appreciation of Canadian diversity, no other program could be identified in Canada that exactly duplicates what Katimavik provides and seeks to accomplish. Typically, these other programs are focused on labour market preparation almost exclusively; on increasing volunteerism through more passive means (such as recognition awards and knowledge about volunteerism); or on strengthening capacity of voluntary organizations themselves.

Design and Delivery

Strengths and Weaknesses in Delivery Identified by Key Informants

Strengths noted by interviewees include the Program's contribution to youth development through service learning, exposure to cultural diversity, and preparing them to be more civic minded and more environmentally aware; the wide range of Program beneficiaries – youth, communities, community organizations, and Canadian society; good Katimavik-OPCAN management, in terms of reporting (observed by PCH management, and in a review of documents); and the dedication of Project Leaders and Coordinators (observed by some Katimavik-OPCAN key informants).

Weaknesses of Katimavik noted by interviewees include the following. One is the fact that the same project development model has been used by Katimavik-OPCAN over the life of the Program, which may have contributed to the high project development costs (but this lack of experimentation may be interpreted as well as an indication that a cheaper approach does not exist). Another weakness identified is what is seen as the wide variation in the delivery models across community partners in terms of how skills are imparted to participants. However, no details on this point were obtained and could really only be obtained through case studies.

Views on the Separation of Katimavik from Exchanges Canada

There was general agreement that separating Katimavik from the rest of Exchanges Canada was appropriate and had not affected Program effectiveness. Most key informants agreed that the Program had not been a good fit with other Exchanges Canada programs. The main reasons are that Katimavik is not an Exchanges program per se and that it has an employability element that other Exchanges programs do not have. No noticeable change in satisfaction levels in the last two years were observed to suggest the separation had a negative impact on Program delivery.

Operational Efficiency and Accountability

Few operational constraints were identified by key informants. These include the fact that there is a wide range of maturity in the target age group (17-21).

Katimavik-OPCAN has put measures in place to ensure that it is accountable for the monies it is provided and has responded to recommendations arising from reviews of its efficiency. It has implemented the Matrix Management Model (MMM) and Results-Based Management (RBM). As well, a number of management tools and reports have been developed and produced by Katimavik-OPCAN and PCH to ensure the Program is operating well. These include the participants' Learning Plan, participants' evaluation of the volunteer work, the Project Coordinators' end of project reports, regular progress reports submitted by Katimavik-OPCAN to PCH, responses to recommendations of the triennial program review, the funding diversification report, and the Annual Report. For the most part, the Program has made changes in response to recommendations made in the Program review.

However, some concerns must be raised here. First, it is not clear the extent to which Katimavik-OPCAN makes use of the information that is gathered using the management tools (participants' and project coordinators' reports). Second, the Corporation has not responded fully to recommendations of an earlier evaluation of the Program, and to RMAF requirements, to maintain adequate performance measurement data for monitoring and evaluation purposes,

including participants and community organizations. Third, PCH key informants indicated that they have made requests to Katimavik-OPCAN that have not been met, for example, to make greater efforts to diversify funding sources. Fourth, some noted that regional staff have had difficulty in adapting to changes in the reporting structure under the MMM, and that RBM enables monitoring of performance but not necessarily of costs.

Satisfaction with Program Design and Delivery

Former participants expressed a great deal of satisfaction with most design and delivery aspects of the Program, but to varying degrees. Large majorities of surveyed participants were satisfied with delivery aspects of the Program, with respect to dealing with staff. Among six Katimavik-delivery elements considered, participants were by far most likely to rank group living, exposure to different cultures, and the volunteer work experience as the most important to them, than the Learning Plan, and project supervision. Similarly, only small minorities of participants indicated learning programs and the Learning Plan had the most impact on expected results of the Program, such as acquisition of leadership skills and understanding of the Canadian reality (Katimavik-OPCAN Participant Survey). Regarding the specific learning programs, participants were more likely to say that the cultural discovery and leadership learning programs had the greatest impact on decisions made about their life/future, than they were the other programs, particularly the environmental and healthy lifestyle ones.

A majority of community partners were satisfied with all administrative, design, and delivery aspects of the Program. One area of concern, however, was identified with regard to the amount of participant training and supervision community partners had to carry out in their Katimavik projects, compared to what they had to do for participants in other youth programs they were involved in.

Performance Measurement Data

Much progress has been made to enable the measurement of Program performance. Katimavik-OPCAN maintains administrative data on participants including the number in equity groups and regions. As well, it conducts annual pre/post participant surveys as a means of measuring Program impact on participants and PCH Evaluation Services Directorate conducted participant/non-participant surveys and a public opinion poll.

However, still more work is needed to enable sound assessment of Program performance. Katimavik-OPCAN had not responded to the recommendation of an earlier evaluation to regularly collect data on participants some time after their projects, to enable long-term outcome measurement, as well as on community partners before, immediately after and sometime after their projects. Also, there is insufficient information maintained on the nature of the activities that take place in the community projects. This would facilitate better results measurement for participants and community partners. Additional effort is needed to regularly update the contact information on participants and community organizations. The participant surveys conducted by Katimavik-OPCAN should collect information on the equity group characteristics, which would prove useful in tracking performance of the Program in this regard.

RECOMMENDATIONS AND MANAGEMENT RESPONSE

Clarity of objectives: The Program should clear up confusion about the “leadership” skills, which it does not distinguish from professional development skills, which are the focus of the Program’s medium-term expected outcomes.

Management Response:

The logic model for the Katimavik Program has been modified to address this concern. “Leadership skills” are no longer measured as an immediate result of the program; “personal, professional, and social skills” are measured as intermediate outcomes. Katimavik-OPCAN will be required to provide a definition of “leadership” which remains a key component of the overall mission of the Katimavik Program, and to clarify how “leadership” relates to “personal, professional, and social skills”.

Effectiveness of activities: The Program should consider re-focusing, revisiting or reducing what it does. The Program has many objectives and activities. Yet it has not had a significant impact on participants’ volunteering behaviour, one of the Program’s major objectives, and has been found to be less helpful in some areas than others. The following is suggested:

- ❑ The Program should consider making changes to improve project supervision, the Learning Plan, and its learning programs. These aspects of the Program engendered lower ratings than other elements. In particular, changes should be considered to the healthy lifestyle and environmental issue learning programs. Small numbers of participants feel they have had the greatest influence on their lives and futures.
- ❑ The Program should find ways of improving the volunteer experience for participants. The evidence indicates that Katimavik has not had much of an impact on participants’ volunteering behaviour following the completion of community projects.

Management Response:

These observations will be taken into consideration as the YPD examines and assesses various approaches to promoting youth volunteerism. Katimavik-OPCAN will be required to develop proposed short-term programming adjustments for the 14.5-month renewal phase to respond to these issues, as well as long-term suggestions for the Government to address these concerns in future initiatives to promote youth volunteerism. (For example, with regard to program impacts, if one of the volunteer placements took place in the participant’s home community, this may have a more significant impact on their volunteering behaviour, given that participants would make contact with local voluntary sector organizations that could provide future opportunities or incentives to volunteer beyond the length of the program.)

Targeting: The Program should consider targeting efforts with respect to certain disadvantaged groups. The Program does not target equity groups, yet it has done a good job reaching them, despite some declines in their representation in recent years. Experts and some research suggest that certain groups, such as youth from low-income families, rural settings, visible-minority groups, or Aboriginal ancestry, or having a disability, have deficits in skills and experience that are the focus of the Program. Targeting these groups may be a way for the Program to focus its efforts. Moreover, it already maintains the data necessary to measure representation of these groups (though not necessarily their performance; see down for recommendations on performance data.).

Management Response:

This recommendation will be taken into consideration as the YPD explores various approaches to promoting youth volunteerism. For example, delivering youth volunteerism initiatives through a range of delivery organizations would have the advantage of reaching diverse youth clientele in more depth. Katimavik-OPCAN will be required to develop proposed short-term (14.5-month renewal phase) and long-term programming suggestions to respond to this issue as

well, particularly with regard to increased reach to Aboriginal, new Canadian, and at-risk youth (within current funding levels).

Efficiency: The Program must undertake a number of actions to increase its efficiency, as follows:

- ❑ Administrative cost savings have not materialized, as expected, from recent funding increases and increased participant intake. Adequate explanations are required as to (1) why, in the first place, economies of scale were expected to offset the enhanced learning activities paid for by the increased funding; and (2) why in fact per-participant costs rose following the increased funding to the degree that they did.

Management Response:

Katimavik-OPCAN will be required to respond to these questions. An audit is also currently underway examining the recipient's compliance with the terms of the Contribution Agreement for fiscal years 2004-05 and 2005-06. This audit is expected to be completed by the end of June 2006 and may provide additional insight into the above questions.

- ❑ Per-participant costs are high relative to other youth programs, a gap that cannot be explained solely by the comprehensiveness of what Katimavik seeks to do. Consideration should be given to cost-cutting measures such as reducing the number of regional offices, the number of rotations (communities), and the project length, or deploying two groups to a single community, while ensuring that such changes do not have negative repercussions for participants.

Management Response:

Katimavik-OPCAN will be required to propose short-term (14.5-month renewal phase) cost-cutting measures to be approved by the YPD, as well as long-term cost-cutting proposals for future initiatives. YPD may also impose new maximums for certain categories of eligible expenditures, depending on the findings of the ongoing recipient audit.

- ❑ Salary costs represent a very high proportion of total Program costs (40 per cent), even higher than in the case of a program of similar scope to Katimavik (the U.S. AmeriCorps' National Civilian Community Corp at 30 per cent). There is a need to reduce the high-salary costs of Katimavik-OPCAN. Ways should be found to reduce project development expenditures in which salary costs figure prominently, possibly by experimenting with different approaches to developing projects.

Management Response:

Katimavik-OPCAN will be required to propose short-term (14.5-month renewal phase) salary cost-saving measures to be approved by the YPD. YPD may also impose new salary maximums (as a percentage of total eligible expenditures), depending on the findings of the ongoing recipient audit.

- ❑ Document and ensure that effective use is being made of management reporting and tools that have been developed. Investigate the extent to which the training manual that Katimavik-OPCAN has developed has enhanced delivery across community partners. Ensure regional offices understand their reporting responsibilities under the new management/reporting structure. Consider greater use of technology for reporting purposes by regional offices.

Management Response:

YPD will require that Katimavik-OPCAN: undertake an assessment of the use and effectiveness of the training manual; communicate reporting responsibilities to regional offices and confirm their understanding of same; incorporate appropriate use of technology into reporting systems; and report back to YPD on the status of these measures by August 1, 2006.

- ❑ If further cost cutting is needed, consideration should be given to the healthy lifestyle learning program, which was identified by participants to be less likely to have influenced life decisions and/or to have been successful with regard to imparting particular attitudes and knowledge.

Management Response:

Katimavik-OPCAN will be required to demonstrate that it examined the advantages and disadvantages of implementing this suggestion when it reports on short- and long-term cost-saving strategies.

Funding diversification: The Program must strengthen efforts to obtain funding from non-government sources. Insufficient progress in diversifying funding sources has been demonstrated, despite four or five years of efforts on the part of Katimavik-OPCAN. Potential approaches include requiring community partners to obtain other sources of funds, paying even more attention to raising money from corporate sponsors and past participants, and considering charging a fee for participants able to afford it.

Management Response:

Katimavik-OPCAN will be required to submit an action plan by August 1, 2006 for securing 20% of its funding in cash from non-government sources within the next three years. This three-year action plan must reflect incremental progress towards the 20% target.

Performance measurement: The Program must strengthen its performance measurement efforts along the lines laid out below:

- ❑ A limitation of this evaluation was an inability to measure long-term impacts of Katimavik. The Program must maintain up to date contact information on participants and community partners, by asking youth and organizations to update the Program as to their location and by regularly polling them up to at least five years following their participation in a Katimavik project.

Management Response:

Katimavik-OPCAN will be required to develop strategies and concrete tools for maintaining up to date contact information on participants and program applicants who were not selected to participate, as well as for polling them with a post-Program questionnaire at one-, three-, five-, ten-, and fifteen-year intervals after the Program. This would allow for comparative outcome analyses. (This new requirement complements but does not replace the existing pre- and post-Program participant questionnaires currently administered by Katimavik-OPCAN).

Katimavik-OPCAN will also be required to develop strategies and concrete tools for maintaining up to date contact information on community partners who will also be polled at intervals (every year for three years following a community project) to allow for improved measurement of long-term program impacts on their organization's capacity.

- ❑ The Program should collect and maintain data on the nature of the activities that take place in the community projects, to enable better outcome measurement for participants and community partners.

Management Response:

Katimavik-OPCAN will be required to develop an information-gathering tool (e.g. community project activity report, questionnaire, or interview process) and database for storing the information in a manner that is accessible and lends itself to analysis

- ❑ Existing participant surveys do not contain questions enabling accurate measurement of the incremental impact of the Program on participants. The Katimavik-OPCAN organization should ask questions on participants' surveys on whether or not they would have volunteered without Katimavik and what they would have been doing if not participating in Katimavik, in terms of working and schooling.

Management Response:

Katimavik-OPCAN will be required to amend its participant questionnaires to include questions of this nature.

- ❑ Participants' surveys should also collect information on equity group characteristics of participants (e.g., from a rural community, Aboriginal, from a low-income family, with a disability). This would enable measurement of the degree to which the need for and success of the Program among youth is similar across different types of youth.

Management Response:

Katimavik-OPCAN will be required to amend its participant questionnaires to include data on equity group characteristics, including youth from a rural or remote community, Aboriginal youth, youth with a disability, visible minority youth, and household income status.

1. INTRODUCTION

This is the final report of the summative evaluation of the Katimavik Program. In this first chapter, the Program is described and the evaluation issues that were addressed are presented.

1.1 Program Description

Katimavik is a youth-service learning program, established in 1977 with financial support from the Government of Canada. Under the jurisdiction of the Department of Canadian Heritage (PCH or the Department) since 1997, the Program's terms and conditions are soon to be renewed, and therefore a summative evaluation is necessary.

Katimavik was founded by the Honourable Jacques Hébert. His aim was to provide Canadian youth with the opportunity to discover Canada, learn the second official language (English or French, as the case may be), live in groups, participate in community projects, explore environmental issues and adopt a healthy lifestyle. During that first year, nearly 1,000 participants worked on more than 80 community projects. Over the next nine years, 15,000 young people participated in the Program.

Program support continued until 1986 when it was cancelled due to budget cuts. The Program was reinstated in 1994 under the jurisdiction of then Human Resources Development Canada (now the Department of Human Resources and Social Development) under the Youth Services Canada initiative, but was transferred to PCH in 1997 because it was believed that the Program's intended impact on participants was a better match with the mission of this Department. In 1999, it became part of the Exchanges Canada section of the Department, with a consequent change in focus from improved labour market success to an enhanced knowledge/understanding of Canada. In 2003, Katimavik was separated from Exchanges Canada, which is also administered by the Branch, because it was directed at a wider set of outcomes, including professional development, than other Exchanges programs.

Katimavik's mission is to foster the personal development of Canada's young people through a program of volunteer community work, training and group interaction. The Program is intended to be an investment in Canadian youth, by enabling them to create lasting ties with communities other than their own and with other Canadians, as well as increasing their employability and appreciation for the multicultural nature of Canada. The Program's specific objectives are as follows:

- ☐ to contribute substantially to the personal, social and professional development of the participants;
- ☐ to promote community service; and
- ☐ to offer a diversified experience fostering a better understanding of the Canadian reality.

As the Katimavik Logic Model indicates (see Appendix A), the Program's activities (described further below) are expected to contribute to the following expected outcomes:

- ❑ **Immediate outcomes:** Development of participants' leadership skills and greater appreciation of community service.³
- ❑ **Medium-term outcomes:** Development of participants' knowledge of Canada and Canadian diversity and development of their personal, professional and social skills; and enhancement of the capacity of partner organizations in host communities.
- ❑ **Longer-term outcomes:** Active citizenship and community involvement among participants.

Katimavik is open to Canadian citizens and landed immigrants aged 17 to 21 years, who have not previously participated in the Program. Aboriginal youth, youth from rural and remote areas, youth from low-income families, youth with disabilities and visible minority youth are all encouraged to participate in the Program. Many are in the transition period between high school or college and university.

Participants are placed in mixed groups of up to 11 reflecting the composition of the Canadian population. The groups have roughly even proportions of males to females, and are two thirds Anglophone and one third Francophone, roughly reflecting the linguistic composition of the Canadian population. Participants are from all regions of Canada, approximately reflecting regional composition of the population: one from BC or Yukon Territory; two from the Prairies, Northwest Territories or Nunavut; four from Ontario; three from Quebec; and one from the Atlantic Provinces.

Youth participants are involved in a wide range of activities based on a concept of service learning. Service learning is volunteer work on community projects, combined with learning activities, work experience, group living, and living with families. Participants spend a total of 39 weeks on such activities, 13 in each trimester. Each trimester takes place in a different host community across Canada, two Anglophone and one Francophone. The community service- work experience, amounting to 25-35 hours a week, is intended to help participants acquire technical abilities as well as a series of "generic" employability skills. The latter include teamwork, communications, planning and organizing, and adaptability. In addition, participants engage in a series of learning programs providing the opportunity to acquire knowledge in leadership, official languages, healthy lifestyle, environment, information technology, and cultural discovery. Each participant develops a learning plan setting out what skills and abilities he or she intends to acquire from the project in line with content of the community-partner organizations' proposal. The types of activities participants are involved in include assisting seniors, setting up exhibits, and maintaining skating rinks, to tree planting. For two weeks in each community, participants are billeted with a local family to learn about the culture of the host community.

The groups in which participants work and live are overseen by the Project Leader, an employee of Katimavik-OPCAN stationed in the community. There is a different Project Leader for each trimester. The Leader lives with the participants and is supervised in turn by a Project Coordinator who lives nearby. The Project Leader is responsible for implementing the learning programs, supervising participants, managing projects, and developing and maintaining positive relations with the community partners and the host community. Project Leaders are required to have a university education and/or experience working with young adults; a thorough understanding of youth-related issues, volunteer service and alternative education; and excellent facilitation, communication, leadership, organization and stress management skills.

3. Note that this is how the immediate outcomes expected of the Program were articulated in the Terms of Reference for this evaluation (December 6, 2004) but that this differs from how immediate outcomes are articulated in the Logic Model for this Program (Appendix A), "Increased opportunities for youth to participate in service-learning and leadership-development activities;" which in effect are outputs rather than outcomes per se.

Katimavik covers participants' living expenses and provides some monetary allowances. The Program pays for participants' lodging, food, transportation (in and to the host communities) and other Program-related activities over their nine months of involvement. Participants also receive a daily allowance of \$3 as well as an additional allowance ("perseverance" bonus) of \$1,000 upon completion of the nine months of service.

Community organizations, either individually or in groups, apply to the Program by way of a proposal. There are approximately five (5) community-partner organizations in each host community, all of which must fill out the Partnership Proposal form, including a description of proposed activities for each trimester. Proposals are assessed against such criteria as adequacy of projects within the community to guarantee enough work and impart personal and professional skills; availability of staff to supervise and support participants; availability of adequate housing for 12 people; diversity in the nature of work projects; and evidence of community support and involvement and adequacy of resources. The types of organizations that have been community partners include youth centres, senior citizens' residences, schools, municipalities, food banks, parks, environmental organizations, festivals and museums.

Partner organizations that are accepted agree to certain commitments. These include becoming an active member of the Local Katimavik Committee (LKC) (the coordinating committee of the project); providing a stimulating and formative experience for up to 11 participants; providing for participants' transportation to and from work; designating a Work Supervisor; not displacing paid employees and ensuring the organization does not enjoy financial gain by the experience; and facilitating the integration of participants into the community, for example through helping to set up accounts with local suppliers, introducing the participants to the police and the mayor and his/her council, and contacting the local media.

Katimavik is administrated by the Citizenship Participation Branch of the Citizenship and Heritage Sector of PCH. It is delivered by a third party agent, Katimavik-OPCAN Inc. Funding is provided to the Corporation through a contribution agreement between PCH and the Corporation. The annual contribution agreement sets out planned activities and accountability requirements. Katimavik-OPCAN is a non-governmental organization based in Montreal that was established with financial support from the Government of Canada in 1977. The organization has a board of directors of 17 members and it has 60 employees spread out over headquarters and five regional offices, namely BC/Yukon, Prairies/NWT/Nunavut, Ontario, Quebec and the Atlantic provinces. To meet the Program's objectives, organization employees are involved in a range of tasks, including promotion and communications, training of project officers, establishment/maintenance of the alumni association, maintenance of a website (to disseminate information, recruit participants and enable contact with/by former participants), development of partnerships with communities and community organizations, and fundraising (to diversify funding).

Funding from the Federal Government to the Program has risen in recent years (Table 1.1). Core funding was \$9 million a year from 1997 to 2003, with an additional \$3 million being added in those years. In 2003, the Federal Government increased Katimavik's funding to \$14 million for 2003-04 and to \$20.6 million per year as of 2004-05. PCH withholds four per cent of funding to cover administrative costs related to Program management. This funding enabled Program administrators to increase the number of placements from 825 youth participants in 75 host communities in 2003-04 to 1,118 in 105 communities in 2004-05.⁴

Table 1.1: Funding and Participation in Katimavik Program, 2001-02 to 2004-05

4. Katimavik Annual Reports and the annual Program Reports" (internal, unpublished). Online: <http://www.katimavik.org/What-is-Katimavik.asp?Num=568>

Year	Total Government Funding (\$ million)	Youth Participants		Community-Partner Organizations	Communities
		Started*	Completed		
2001-02	12	726	567	447	66
2002-03	12	726	598	420	66
2003-04	14	825	651	475	75
2004-05	20.6	1,118*	844	650	105

*According to the internal 2005 Program Report (October). This figure differs from the number of participants indicated in the 2004-05 Katimavik Annual Report available on the PCH website, which indicates 1,155 participants.

Source: Katimavik Annual Reports, 2001-02 to 2004-05; and the internal annual Program Reports (unpublished; delivered by Katimavik-OPCAN to PCH, November 2002, November 15, 2003, August 31, 2004, and October 18, 2005).

1.2 Evaluation Issues and Objectives

Originally, the Program's Terms and Conditions were to end on March 31st, 2005. They have been extended, however, to June 15th, 2006. The upcoming renewal of the Program's Terms and Conditions has made an evaluation necessary.

The objective of the study was to conduct a summative evaluation of the Katimavik Program. The evaluation focussed on issues related to the Program's relevance/need, impacts/success, cost-effectiveness/alternatives and design/delivery, as identified in the Results-Based Management and Accountability Framework (RMAF, August 2003). The specific questions that were addressed are laid out below.

(a) Relevance/Need

Generally, this question is concerned with whether or not Katimavik is still needed to increase civic involvement by young people in their communities specifically through volunteerism, and to develop their professional and personal skills. Consistency with overall Federal Government priorities and complementarity with other initiatives are also considered with relevance questions, as would be the clarity of its articulated objectives. Specifically, the question being asked here was:

- ☐ **In what way are the mandate and the objectives of the Katimavik Program still relevant?**

(b) Impacts/Success

Here the primary focus was on identifying the extent to which the intended immediate, intermediate, and ultimate outcomes/impacts have been achieved by the Program.

- ☐ **To what extent has the Katimavik Program had the expected immediate, medium-term and ultimate impact? What is the long-term impact of the Program?**
- ☐ **Has implementation of the Program had any other expected or unexpected impact ?**

(c) Cost-effectiveness/Alternatives

The questions under this heading involved determining the costs associated with the Program's components, assessing costs against the outcomes, and comparing the cost per participant against other programs. The specific cost-effectiveness questions addressed were the following:

- ☐ **Are the Program's resources being used effectively and efficiently?**
- ☐ **Could all or part of the Program be transferred to the provincial governments, the private sector or the voluntary sector?**

(d) *Design/Delivery*

These final two questions were aimed at determining whether the design of the Program and its components, including the performance data that are collected, are adequate/appropriate for meeting its objectives and outcomes (impacts):

- ☐ **Are the design and delivery of the Program adequate, in terms of enabling the attainment of the expected results?**
- ☐ **Are the data collected by the Program on an ongoing basis sufficient to account for the results?**

1.3 Organization of the Report

The evaluation methodology is described in detail in Chapter Two. Then, the evaluation findings are presented, by issue, in Chapter Three. Finally, the evaluation conclusions and recommendations are presented in Chapter Four.

2. METHODOLOGY

The use of multiple lines of evidence for this evaluation, a methodologically sound, well-accepted approach to conducting evaluations afforded researchers the ability to triangulate findings from any one line of evidence. Each line of evidence is described in the first section, and the limitations of each in the following section.

2.1 Lines of Evidence and Analysis

The evaluation made use of several methodologies: document review; literature review; secondary survey data analysis from participant/non-participant and public opinion surveys; focus groups; a community-partner survey; key informant interviews; and expert interviews. Each is briefly described below. All data collection instruments are provided in a separate document.⁵ Data collection occurred from the last week of June through to mid-September 2005.

(a) Document Review

A review of Program-based and other sources of information was carried out to explore the continued relevance of Katimavik's objectives to the needs of Canadian society, the consistency between the Program's mandate and Federal Government priorities, cost and cost-effectiveness issues, and design and delivery issues. The results of this descriptive analysis were presented in the Final Program Profile and Design Report for this evaluation.

Program-based and other sources of information reviewed as part of the document review included official government documents and accompanying Program Terms and Conditions; the Results-Based Management and Accountability Framework (RMAF, 2003); "A Fundraising Strategic Plan" (June 2001); internal Program Reports; past evaluation reports of Katimavik and Exchanges Canada; the Program audit report (2003); and results of Statistics Canada surveys on volunteerism.

(b) Review of Secondary Data: Public Opinion Poll and Participant and Non-participant Surveys

Here, the focus was on secondary data, i.e., data already collected in surveys commissioned by PCH and Katimavik prior to this evaluation. There are three main sources of such information.

First, public opinion polling data collected by PCH Evaluation Services Directorate (ESD)⁶ from 2,000 representative Canadians were analyzed to address questions relating to relevance. Specifically, the questions asked were: awareness of Katimavik; views on encouraging their children to participate in such a program as Katimavik; and views on whether or not the Canadian Government should continue to support a program like Katimavik. The data are seen as representative of the Canadian population, with a sampling error of +/- 2.2 per cent.

Second, the results from two different participant surveys were used primarily to measure Program success for participants in attaining expected results and making a difference in terms of skill and aptitude acquisition by

5. *Summative Evaluation of the Katimavik Program: Final Program Profile and Design Report*. Prepared for the Evaluation Services Division, Department of Canadian Heritage by EKOS Research Associates, July 20th 2005.

6. "Katimavik Program – Opinion Survey of Canadians, Participants, and Non-Participants, Statistical Report", Corporate Research Associates, Inc., for Canadian Heritage, April, 2005.

participants. The surveys were conducted by PCH and Katimavik-OPCAN and the results were made available to the consultant to enable measurement of changes in participants' attitudes, confidence, knowledge (of Canada) and skill levels (e.g., leadership skills), as well as perceived role of the Program in these changes. The two participant surveys are the following:

- Katimavik-OPCAN has conducted an annual pre- and post-Program survey of all participants in 2001-02 (n=480), 2002-03 (n=532), and 2003-04 (n=793 pre, and 573 post)⁷. The responses from these surveys had already been analyzed by the Program and the results from this analysis were reviewed and supplemented by the consultant in this evaluation. Comparisons of post-project results to pre-project results for the same questions provided a measure of Program impacts. As the survey had been conducted annually for three years, how results may have changed over time could be observed to determine if Program changes had any impact on outcomes.
- A survey was commissioned by PCH ESD in 2004-05 with samples of Katimavik participants who completed the Program in 2001-02, 2002-03, and 2003-04⁸. The survey responses from 375 participants were made available to EKOS for analysis in this evaluation. The data enabled measurement of short- to medium-term success for participants (up to three years post-program), in terms of acquisition of skills and attitudes embodied in Program objectives and expected outcomes. The survey dataset was found to be representative of all 1,975 participants over the 2001-02 to 2003-04 period on a regional basis and to have a sampling error of +/- 4.6 per cent.

Third, PCH ESD also commissioned, in parallel to the participant survey described immediately above, a survey of non-participants (n=250) who applied but were not accepted for participation in the Program (their exclusion being random)⁹. The survey dataset was weighted to reflect the regional distribution of the 22,050 non-participants. The data from this survey were another source of information for measuring Program success. Skills and attitudes of these non-participants were compared to those of participants (on the basis of the same questions addressed to both groups) to identify any differences, which then could be attributed to the Katimavik experience since non-participants were fairly similar to participants. The sampling error for this dataset is +/- 6.2 per cent.

(c) Literature Review

This evaluation benefited from a review of recent published literature in order to gather valuable lessons learned from previous experiences in delivering similar programs, particularly abroad, such as U.S.'s Americorps or the U.K.'s Millennium Volunteers Programme. Resources with potentially useful information included past evaluations, studies and research on other similar programs that could serve as benchmarks for Katimavik. The results of the review were synthesized into a Technical Report discussing such issues as delivery methods and their cost per participant.

7. ODDAS STAT, Katimavik Program Questionnaire Analysis, 2002, 2003 and 2004.

8. "Katimavik Program – Opinion Survey of Canadians, Participants, and Non-Participants, Statistical Report", Corporate Research Associates, Inc., for Canadian Heritage, April, 2005.

9. "Katimavik Program – Opinion Survey of Canadians, Participants, and Non-Participants, Statistical Report", Corporate Research Associates, Inc., for Canadian Heritage, April, 2005.

(d) Focus Groups

Three in-person focus groups with a total of **15** past participants of the Katimavik Program were conducted, one in each of three cities¹⁰. One group was held in French in Montreal (n= 5 participants out of 8 who said they would participate), while the two English groups were held in Ottawa (n=7 participants of nine recruited) and Calgary (n=3 participants out of 7 recruited).

The locations and potential participants for the focus groups were selected as follows. EKOS was provided by PCH ESD with an electronic list of 2,001 past Katimavik participants from the 2001-02 to the 2003-04 period who had not participated in the PCH ESD's 2005 survey of participants. The file contained the names and telephone numbers of the past participants organized by year of participation (2001-02, 2002-03 and 2003-04). As the city was not indicated in the file, the telephone numbers for Montreal, two potential central Canadian cities (Toronto and Ottawa/Hull), and two potential western cities (Calgary and Vancouver) were identified using the area code. Realizing the area code applied to a wider area than the city per se, the three-digit prefix (exchange) of the phone number was used to identify those numbers specific to the cities in question, or at least in close proximity, by means of a website that identified a city or town for each prefix within each area code. On the basis of this, Calgary was selected over Toronto because it had a larger pool to recruit from, while Ottawa/Hull was chosen over Toronto because it had the advantages of reduced travel costs and the possibility of having the client view the group.

The focus-group guide was designed to be sufficiently flexible to enable respondents to tailor their responses to their particular circumstances. The guide was focused on relevance, medium-term outcomes, and specific aspects of the Program's design and delivery identified in past evaluations as having had problems.

Potential participants were recruited by telephone, and reminded of their commitment a few days before the group was held. Groups were held at professional focus group facilities in locations where this type of facility is available. All focus groups were held after office hours. Groups were 2-3 hours in duration and participants received an incentive of \$50 for participating. This incentive was intended to serve as both an honorarium for participants and as reimbursement for their travel expenses.

A summary and results of an analysis of the focus group testimony were presented in the focus group Technical Report.

(e) Key Informant Interviews

Interviews were conducted with **10** key informants (see Appendix B for a list of key informants interviewed). Interviews were conducted with nine key informants involved in Program delivery and management, three representing the Department and six representing Katimavik-OPCAN. An interview was also conducted with a representative of the Privy Council Office. The focus of the interviews was on the Program relevance, success, cost-effectiveness and design and delivery.

The interviews consisted of open-ended questions, so that interviewees could explain their responses in depth. Interviews averaged about 45 minutes in duration. All but two interviews were carried out in person. Interviews were conducted in person at Katimavik offices in Montreal as well as at PCH offices in Ottawa. All interviews were carried out in the official language of choice of the interviewee. All key informants were sent the finalized guide by e-mail prior to their appointment to allow them to prepare for the interview.

10. Online focus groups were suggested as an option in order to potentially cover a greater number of past participants; however, it was decided that in-person groups were more appropriate for this project as many past participants had already been included in participant surveys conducted by the Program.

Interview data were analyzed qualitatively. Summaries were prepared for internal use and later refined into a Technical Report.

(f) *Expert Interviews*

Interviews were conducted with five external experts in programs involving volunteer community work (see Appendix B for a list of experts interviewed). Their independent, informed perspective was useful for the assessment of the continuing relevance of the Program and design and delivery issues. While one expert was from the United States, the remaining four were in Canada, located in various cities. Names of potential interviewees were obtained through a review of documentation and literature, and also from the Program and Katimavik-OPCAN.

The expert interviews were conducted in a similar fashion to the key informant interviews. On average, they were about 30 minutes in duration. In all cases, the interviews were carried out over the phone in the official language of the respondent's choice.

Interview data were analyzed qualitatively. Summaries were prepared for internal use and later refined into a Technical Report.

(g) *Web Survey of Community Partners*

This component of the evaluation methodology consisted of a web survey of 58 community partners that employed a web-based questionnaire. Issues covered by this survey included: the continued relevance of Katimavik; satisfaction with the design and delivery of the Program; costs of participating incurred, and the impacts of participating in the Program on the organizations as well as the people served by the organization.

To select the survey sample, the Program provided EKOS with lists of participating organizations in each participating community in the five regions for the three years covered by this evaluation (2001-02, 2002-03 and 2003-04). As these lists were in hardcopy form only (apart from one year), they were digitalized by scanning them into an Excel spreadsheet. For purposes of sampling the organizations, fields were added to each record indicating the community, city and year. Then, the names of 300 organizations were selected out of 1,000: 20 from each region (five) and a total of 100 from each year (three), while ensuring that the same organization was not selected twice. As much as possible, the selection was proportional according to each community's share of the distribution of all projects by community.

As the lists received from the Program contained no contact information, an EKOS researcher travelled to Katimavik-OPCAN in Montreal to extract, from the physical project files, in cooperation with an Katimavik-OPCAN staff member, contact information. The contact information was comprised of the name of the organization and a contact, the province, the e-mail address and a phone number. At least some contact information was found for 297 community-partner organizations, which served as the sample for the survey. Of these, an e-mail address could not be found in the Katimavik-OPCAN files for 111 organizations.

The survey process began with bilingual e-mail invitations being sent to respondents, with a short description of the research and its purpose, and the Internet address, or "URL" of the web survey, along with their PIN. Respondents who wished to participate simply clicked on the web address of the survey and entered their PIN. Five reminders were issued because of slow response, partly because the survey was being conducted in the summer. Because, as noted, 111 community partners did not have an e-mail address, PCH assisted by calling these organizations to obtain their e-mail addresses, about 40 of which were reached and invited by PCH or EKOS to participate in the survey.

The survey period was six weeks in length (first week of August to second week of September 2005), allowing community partners much time to respond (including people coming back from summer vacation). As noted, representatives of 58 invited organizations participated in the survey. About one-quarter of the e-mail addresses (approximately 75) “bounced back.” Therefore, the functional sample is 151, which is computed as 297 originally invited organizations, less 111 with no e-mail address, plus 40 for which PCH was later able to find an e-mail address, less 75 which had e-mail addresses that bounced back. The response rate therefore equals 38 per cent ($58 / 151 \times 100$). Once the data collection period for the survey ended, a comprehensive statistical profile of all data collected through the survey forms was prepared. Breakdowns by type of organization could not be prepared because of small sample size.

2.2 Data Quality and Limitations of the Evaluation

Limitations of the evaluation methodology are presented below, organized by specific method.

Focus Groups

- ☐ Many of the phone numbers were out of service, particularly for those who participated some time ago, which is understandable given the nature of this population – young, post-formal education, transient.
- ☐ A limited number of focus-group participants agreed to participate in the groups and a number of former participants failed to show up at focus groups even when they had agreed to do so.
- ☐ Difficulty in reaching former participants increased with the amount of time that had passed since they had participated in Katimavik. This issue also came up in some key informant interviews in the context of the Katimavik Alumni Association, which has not attracted as many former participants as hoped. This has implications for trying to contact participants from previous years to measure long-term Program impacts.
- ☐ Focus-group results are not typically representative of the views of the total population of persons being consulted (Katimavik participants in this case), and this is the case particularly here, as only 15 individuals participated in the focus groups. Rather, these results are meant to be illustrative of the views of past participants with respect to satisfaction with and impacts of the Program.

Participant Surveys

- ☐ There was no objective, outside assessment of participants’ skills; all skills measures were self-reported.
- ☐ The ability to measure medium-term outcomes was limited to being able to observe skill levels of participants from three years ago.
- ☐ Longer-term outcomes, for the same reason, could not be measured using the participant/non-participant survey. Moreover, the experience in the focus groups, as noted, and in the response to this survey, indicates that response declines with the number of years since project completion, which would render the measurement of long-term outcomes problematic with existing Program administrative data.
- ☐ A more general limitation pertains to the challenge of measuring long-term outcomes. Not only was reaching former participants from a number of years ago difficult (and increasingly so the further back someone has participated), but attribution to the Program is difficult in long-term impact measurement. There would be several factors in addition to the Katimavik experience that would have contributed to a former participant’s position several years after participating in the Program. Attribution of long-term impacts is problematic for most programs.

Key Informant Interviews

- ❑ Most had some stake in the Program (representatives of PCH and Katimavik-OPCAN), though a PCO representative and five external experts were also interviewed.

Community-Partners Survey

- ❑ Much contact information for the survey of community-partner organizations was inadequate, as many survey invitations (about 75) “bounced back” because of an inaccurate or “out of service” e-mail address, and many organizations (111) did not have e-mail addresses, particularly those from three/four years ago. This may be partly due to the nature of these organizations (small, transient), which makes surveys of this kind difficult in general.
- ❑ A total of 58 responded to the survey out of 300 in the survey sample that was drawn from the potentially 1,000 that participated in the Program over the three years in question (the target as set out in the original evaluation Terms of Reference was 50 respondents). This resulted in a fairly high sampling error of +/-12.6 per cent. The fairly small survey sample is due partly to poor contact information and the fact that the survey was conducted during summer months.
- ❑ There were insufficient data to observe survey results by type of organization and thus it was impossible to determine if certain types of organizations benefit more than others from participating in Katimavik.
- ❑ There was no explicit question relating to impact on organizational capacity, which corresponds to an intended medium-term outcome of the Program. However, it is felt that specific survey questions on the impact of the Program on partners’ workplace relations and image in the community, plus the nature of the impacts (such as possibly on infrastructure) went some way to addressing the question of whether or not this outcome was attained.

3. FINDINGS

Evaluation results are presented according to main evaluation issues: relevance, success, alternatives and cost-effectiveness, and design and delivery.

3.1 Relevance of Katimavik

(a) Status of Need that Gave Rise to Program

The evidence gathered for this evaluation suggests that the conditions that gave rise to the Katimavik Program continue to exist. At the time of the Program's inception in the late 1970s, the youth unemployment rate was at the level it is today (12-13 per cent¹¹). During the mid-1970s, there was an identified need to assist youth with the transition from high-school to post-secondary education and concern expressed about the environment¹². These two issues are apparent today and are two of the issues on which Katimavik continues to focus.

(b) Relevance of Objectives to Needs

Katimavik is focused on the skills youth need to enter and advance in the workforce. A recent study on youth on preparing youth for the job market, conducted with leaders in business and government, identified the following as the most valuable skills and abilities for Canadian youth: the ability to respond to uncertainty; adaptability and flexibility; communication skills; multilingual skills; basic skills for technology and information processing; people skills and practical life skills¹³. These are the skills on which many of Katimavik's activities are focused. Conference Board of Canada research has shown that employers require workers with not only job-specific skills, but also transferable or employability skills, such as communication, problem solving, multilingualism, adaptability, teamwork, and science and technology skills¹⁴. While some of these skills can be learned in the classroom, often they are acquired by participating in practical activities such as community events, sports or cultural activities, and volunteering or internship projects, which is the approach taken by Katimavik. There was confirmation among those consulted that Katimavik addresses a range of needs for youth participants.

Experts unanimously agreed that the objectives of the Katimavik Program continue to be relevant at this time. Learning life skills and broadening one's perspective are always beneficial to youth. While many young people care about Canada and citizenship, and are interested in making their communities better places, there are few opportunities for them that are particularly inclusive or easy for them to find out about. Katimavik fills this need.

Youths' motivations for participating in Katimavik coincide closely with expected results of the Program. The PCH participant survey indicated that a significant majority of participants (93-100 per cent) identified as important various goals and motivations for participating in the Katimavik experience that matched areas targeted by the Program. These include enhancing employment prospects; acquiring second-language skills; learning to work in

11. Statistics Canada (2004), Labour Force Historical Review, CD-ROM

12. Jacques Hebert (1979). *Have Them Build a Tower Together* (Toronto: McClelland and Stewart).

13. Source: A Study on Preparing Canada's Youth for the Job Market of the Future:
<http://www11.hrsdc.gc.ca/en/cs/sp/hrsdcrb/publications/research/2002-000003/2002-000003.pdf>

14. Profile of Canadian Youth in the Labour Market (Second Annual Report to the Forum of Labour Market Ministers): <http://dsp-psd.pwgsc.gc.ca/Collection/RH61-1-2000E.pdf>

groups; developing a strong work ethic; tolerance for other cultures; and developing leadership skills. (Whether or not expectations were actually met and skills attained in these areas is addressed in later sections.)

Other evidence indicates a continuing demand and need for Katimavik. The most recent Statistics Canada National Survey of Giving, Volunteering and Participating reveals a drop in youth volunteering activity from 33 per cent in 1997 to 29 per cent in 2000.¹⁵ This suggests a need to raise awareness of and interest in volunteering among young Canadians, which is an objective of Katimavik. Furthermore, at least three-quarters of people 15-24 in the national survey reported that volunteering activity enabled them to acquire interpersonal and communication skills, which Katimavik seeks to impart to youth participants. As well, the fact that applications to Katimavik have steadily increased to 10,000 in 2004-05¹⁶ suggests a growing demand for the Program and that young people see themselves as having needs that could be addressed by Katimavik.

There was agreement among those consulted that Katimavik addresses a range of needs for partner organizations and the Canadian public. In the opinion of key informants and experts, the needs that Katimavik is designed to address include the following:

- ❑ **Organizations and Communities:** Interviewees noted that Katimavik provides communities and organizations with a significant amount of labour. It should be noted that Katimavik participants working at community organizations cannot displace existing workers. Community organizations that participate in Katimavik are all not-for-profit and so Katimavik often provides much needed labour capacity, which in turn benefits the communities that often rely on these organizations to provide important services. However, two interviewees noted that although Katimavik addresses the needs of community organizations, it is only short-term needs that could be met since the involvement of Katimavik is limited to a specific period of time (13 weeks). In other words, these key informants felt that Katimavik does not address long-term capacity needs of organizations. (This issue is considered again in the next section on success with respect to the Program's impact on community partners.) Two key informants believe that the exposure of rural inhabitants to urban youth (and vice versa) addresses the communities' (as well as participants') needs for increased cultural awareness.
- ❑ **Canadian society:** According to key-informant experts, Katimavik represents an investment in the future/youth. The Program provides a framework for civic engagement and participation and volunteerism. In addition to enhancing civic participation among youth, Katimavik is also intended to promote Canadian unity through youth exchange between regions. Interviewees generally feel that Katimavik is meeting the need to enhance unity, by having participants spend time in three regions of Canada – two Anglophone and one Francophone region. However, some noted that it is difficult to assess whether this need is being met.

(c) Reach and Targeting

The Program reaches a very limited proportion of Canadian youth. According to the 2001 Census, there are two million Canadian youth between the ages of 17 and 21.¹⁷ Considering that Katimavik has had about 3,400 participants

15. Canadian Centre for Philanthropy and Volunteer Canada (2005). The Giving and Volunteering of Youth. www.givingandvolunteering.ca

16. Katimavik website and Annual Report, 2004-05.

17. Statistics Canada 2001 Census. Online: <http://www12.statcan.ca/english/census01/products/standard/themes/RetrieveProductTable.cfm?Temporal=2001&PID=55437&APATH=3&GID=431515&METH=1&PTYPE=55430&THEME=37&FOCUS=0&AID=0&PLACENAME=0&PROVINCE=0&SEARCH=0&GC=0&GK=0&VID=0&FL=0&RL=0&FREE=0>

over the 2001-02 to 2004-05 period, the Program has reached just about 0.2 per cent of Canadian youth. The Program accepts about a tenth of youth who apply to participate in the Program.¹⁸

Some experts feel the Program should target youth who are in particular need of the experience Katimavik offers. It was suggested that Katimavik-OPCAN make efforts to raise awareness of the Program among, and encourage more involvement by, “marginalized” youth, such as economically disadvantaged youth, rural youth, Aboriginal youth, and visible minority youth, who were said to truly need the type of assistance Katimavik provides.

Other data confirm deficits in these equity groups. The Statistics Canada 2000 national volunteering survey indicates that the lower Canadians’ income is, the less likely they are to volunteer¹⁹. The incidence of volunteering in 2000 rose from 17 per cent for those with annual household income less than \$10,000 to 39 per cent for those with income over \$100,000. Comparable volunteer data could not be obtained for the other targeted groups. Census data indicate that skill intensity is lower in rural regions.²⁰ In 2001, urban regions had a higher concentration of skilled workers than rural regions. Other research points to education and employment deficits for these and other equity groups²¹. The participant data available for this evaluation did not enable measurement of the degree to which reasons for participating in the Program may be more strongly felt in particular equity groups.

Katimavik does not in fact target specific groups. Participants are selected into the Program in stratified random fashion, taking region, language and gender into account. However, the Program does collect participant data according to the equity groups identified and representation of these groups is monitored from year to year. This suggests that Katimavik could consider targeting less advantaged groups and would have the means to track performance in this regard. (The degree to which the Program has been successful in reaching equity groups is considered below in the Success/Impacts section.)

(d) Alignment with Government/PCH Priorities

Katimavik objectives align well with the overall Federal Government objectives. Interviewees noted the link between Katimavik objectives and Government priorities relating to bilingualism/official languages, environmental awareness, cultural diversity; and civic participation, as well as youth. Also, Katimavik, which is expected to increase knowledge of Canadian diversity and to enhance civic participation, links well with one of the Department’s strategic outcomes: “Canadians live in an inclusive society built on intercultural understanding and citizen participation.”²²

(e) Appropriateness of Government Involvement in Program

The Federal Government’s involvement in the Program is viewed as appropriate. Public opinion data (from a poll commissioned by PCH, 2005) indicate that 88 per cent Canadians feel that it is very or somewhat important for the Government of Canada to continue to invest in youth programming, such as Katimavik (see second bar of Exhibit 3.1). This proportion does not vary much by sociodemographic characteristics. The PCH participant survey indicates

18. As indicated in the Program’s Annual Report, 2004-05.

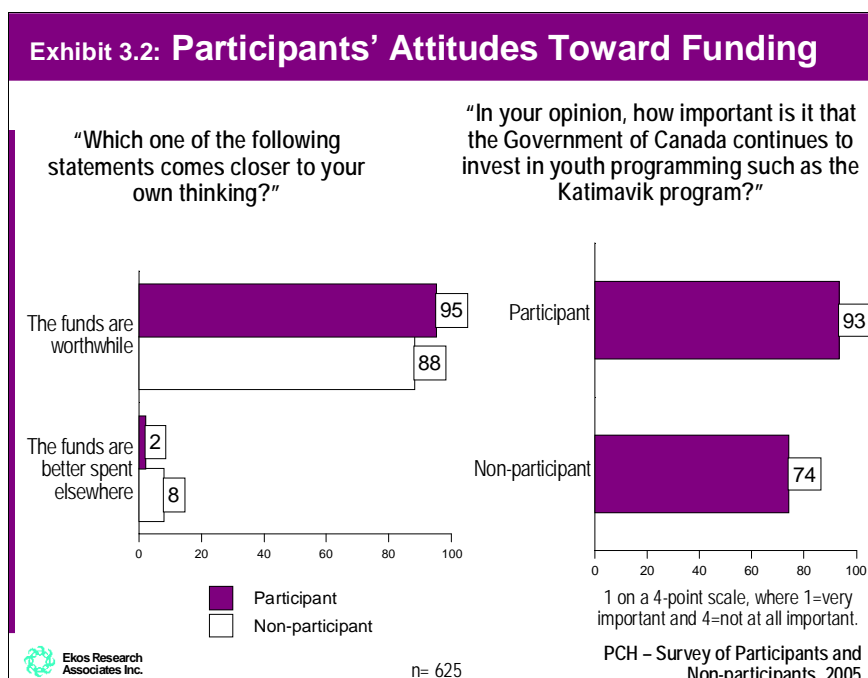
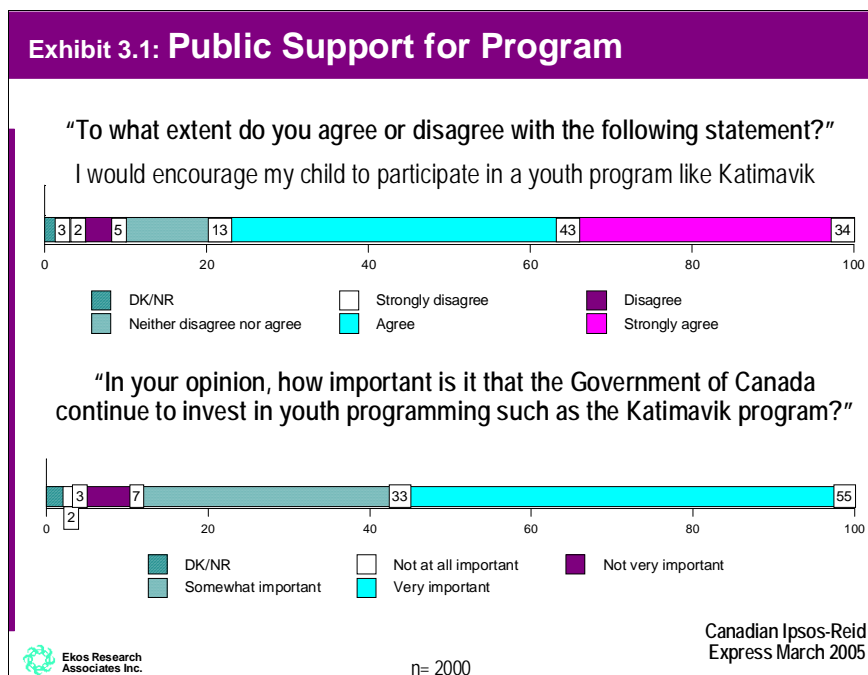
19. Canadian Centre for Philanthropy and Volunteer Canada (2001), *Caring Canadians, Involved Canadians: Highlights from the 2000 National Survey of Giving, Volunteering and Participating*. Youth. www.givingandvolunteering.ca

20. Statistics Canada, Statistics Canada (2005), *The Rural and Small Town Canada Analysis Bulletin: Occupational Skill Level: The Divide between Rural and Urban Canada*, Vol. 6, no. 2, 21-006-XIE2005002, <http://www.statcan.ca/bsolc/english/bsolc?catno=21-006-XIE2005002>

21. Forum of Labour Market Ministers (2000). Profile of Canadian Youth in the Labour Market (Second Annual Report to the Forum of Labour Market Ministers): <http://dsp-psd.pwgsc.gc.ca/Collection/RH61-1-2000E.pdf>

22. Katimavik website

that a similar proportion of participants (93 per cent) and somewhat lower proportion of non-participants (74 per cent) said it is very important for the Government of Canada to continue to invest in youth programming like Katimavik (Exhibit 3.2). Most participants and non-participants (95 and 88 per cent) said that funds spent by the Federal Government on the Program are a worthwhile investment of taxpayers' money. Many former participants in focus groups feel that it would be very difficult to carry out a program of Katimavik's scope without government funding.



Experts agreed that the Federal Government should not be solely responsible for the Program. They said that involving non-government organizations (NGOs, i.e., the community partners) as partners, as is currently done, is considered to be a good delivery model because NGOs are often accustomed to working with volunteers. No evidence could be gathered on the issue of the appropriateness of Government funding of a voluntary organization like Katimavik-OPCAN, that is exclusively responsible for program delivery. (This issue is further considered below in the Design/Delivery section.)

3.2 Success of Katimavik

The focus in this section is on the degree to which the Program's expected outcome have been attained. To remind the reader, youth participate in community projects which include learning activities, work experience, and being billeted with a local family. These activities are expected to contribute to the attainment of the Program's objectives and expected outcomes, which are focused on youth participants. These outcomes are: in the **immediate term**, enhanced leadership skills and greater appreciation of community service among participants; in the **intermediate/medium-term**, enhanced personal, social and professional development and provision of a diversified experience fostering a better understanding of the Canadian reality, among participants, as well as enhanced community capacity; and in the **long term**, active citizenship and community involvement among participants.

Evidence to measure attainment of Program objectives and expected outcomes is drawn, to a large extent, from the participant surveys conducted by PCH Evaluation Services Directorate and by Katimavik-OPCAN. This evidence is supplemented by qualitative opinion solicited by the consultant in focus groups with past Katimavik participants and in key informant interviews with representatives of PCH and Katimavik-OPCAN management. As noted in the methodological limitations section of this report, however, evidence to measure attainment of longer-term outcomes is limited, as participants from only four years ago were consulted in the surveys and focus groups. Recall as well that the skills and attributes are self-reported.

(a) Attainment of Immediate Expected Participants Outcomes

Almost all participants feel Katimavik has met their expectations with respect to leadership-skill development. The 2005 PCH participants' survey indicates that 98 per cent of 2001-02 to 2003-04 participants are mostly or completely satisfied with Katimavik in regard to developing leadership skills²³. The Katimavik website suggests that leadership development can also be equated with a series of professional development skills that are the focus of the medium-term expected outcomes of the Program and therefore considered in the next sub-section.

Katimavik is having a positive impact on participants' attitudes to volunteerism. Volunteerism is equated with appreciation of community service, the articulated medium-term expected outcome of the Program. The results from the participants' survey indicate that a large majority of participants following their project recognized the role volunteering plays, in both their own development and in that of their community. The 2004 Katimavik-OPCAN participant survey indicates that participants were significantly more likely to recognize the value of volunteering immediately after their project than at its inception (average rating of 4.5 versus 4.0 at start of project²⁴). The 2005 PCH participants' survey indicates that 2001-02 to 2003-04 participants were also significantly more likely than non-

23. Respondents were asked to provide a response on a 4-point scale, where 1=completely satisfied, 2=mostly satisfied, 3=mostly dissatisfied, and 4=completely dissatisfied. Proportions indicated are for those indicating 1 or 2 and do not vary much over the three years.

24. Respondents were asked to indicate a response to a question on the extent to which statements about volunteering applied to them, on a 5-point scale, where 1=does not apply at all, 2=applies somewhat, 3=applies moderately, 4=applies significantly, and 5=applies strongly. An index of the results from three questions is used here.

participants to agree with a statement of recognition regarding the role volunteering plays in supporting the community applies significantly or strongly (91 versus 81 per cent, respectively²⁵).

The evidence to support the Program leading to greater participation in volunteering is weaker. The average score of participants who said at the end of their Katimavik experience that they would continue to volunteer is significantly higher than the mean score at the beginning of their project for those tending to be involved in volunteering (4.0 versus 3.2, Katimavik-OPCAN Survey). As well, four in five 2003-04 participants were volunteering or planning to volunteer in the near future, about one year after completing their project (PCH Participants' Survey). However, following their Katimavik project, participants were no more likely than non-participants to be volunteering or to be planning to do so. Also, just half of participants said the skills they acquired through Katimavik volunteering activities helped them find a job, and non-participants were significantly **more** likely to have said this about their volunteering experience generally (two-thirds).

Moreover, results from the 2001 national volunteering survey suggest that the expectation of volunteering improving employment prospects is typically not met.²⁶ For example, about 55 per cent of Canadians 15-24 years old volunteered to improve their employment opportunities, yet only 24 per cent said that volunteering has helped them to obtain employment.

The impact on attitudes toward volunteering diminishes with time. A significantly lower proportion of 2001-02 participants than 2003-04 participants were planning to volunteer in the near future and recognized the role that volunteering played in their personal and professional development (42 versus 63 per cent, PCH Participants' Survey). However, this could partly be explained by older youth being more preoccupied with finding employment, building relationships and completing education at that stage of their lives. In fact, according to Statistics Canada, the national volunteer rate declines precipitously from 15-19 to 20-24 years of age (37 to 22 per cent).²⁷

(b) Attainment of Medium-Term Expected Participant Outcomes

The evidence from both participants' surveys indicates that Katimavik is having the expected medium-term outcomes expected for participants. Evidence is first presented on the proportion of participants reporting specific skills/knowledge, and then an effort is made to attribute observed results for participants to their Katimavik experience.

Past participants reported possessing skills and knowledge that are the focus of the Program's expected medium-term outcomes. High-average ratings (averages ranging from 4.0 to 4.4 on a five-point scale) were reported in the annual participants' surveys conducted by Katimavik-OPCAN for professional development skills, such as planning and organizing, communication, problem-solving, teamwork, work ethic and career preparedness. Similarly high ratings were given to personal development skills, such as ability to act independently, self-confidence, emotional, and physical well-being. Similarly, results from the PCH participants' survey indicate large proportions of participants reporting a rating of 4 or 5 (76-98 per cent) on various skill measures suggesting large majorities possess these skills. Somewhat lower though still positive scores were given to measures of appreciation of cultural differences and knowledge of cultural communities (average ratings of 3.4 to 3.7, and proportions of 62 to 97 per cent,

25. Proportion indicating 4 or 5 on the same 5-point as in the PCH Survey (see preceding footnote).

26. Canadian Centre for Philanthropy and Volunteer Canada (2001), *Caring Canadians, Involved Canadians: Highlights from the 2000 National Survey of Giving, Volunteering and Participating*. www.givingandvolunteering.ca

27. Canadian Centre for Philanthropy and Volunteer Canada (2001), *Caring Canadians, Involved Canadians: Highlights from the 2000 National Survey of Giving, Volunteering and Participating*. www.givingandvolunteering.ca

for the Katimavik-OPCAN and PCH participant surveys, respectively). This suggests the acquisition of knowledge of Canada and its cultural diversity, another medium-term expected outcome of the Program.

Surveyed participants reported high levels of competencies, attitudes and knowledge in areas targeted by Katimavik learning programs, but to varying degrees. In both participants' surveys, Katimavik participants provided high-average ratings on questions related to leadership skills and cultural discovery (as reported above), as well with respect to second languages, the environment, and healthy lifestyle learning programs, in terms of both perception/attitudes and competence/knowledge. However, the proportions suggesting success of the lifestyle learning program are generally lower than proportions suggesting success in the other learning programs, as the following indicates. In this analysis, the PCH participants' survey results for questions on skills and aptitudes were associated with the learning program with which it was conceptually the most closely allied.²⁸ Percentages reported are the proportions of participants who indicated yes or 4 or 5 on five-point scales, measuring degree of agreement, applicability, or capability. (In the delivery section below, satisfaction and other results for questions explicitly about the learning programs are presented). The range of percentages for the skills associated with each Katimavik learning program follow:

- ❑ **leadership:** 76-95, 98, 80, 82, 86-89 per cent (e.g., actively building team spirit, honestly dealing with conflicts, taking initiative, dealing with uncertainty, and respecting others);
- ❑ **cultural discovery:** 60, 62, 78, 83, 88, 97, 98 per cent (e.g., being open to people of different cultures, and believing cultural differences are synonymous with mutual growth);
- ❑ **second language:** 45-76 (though these are higher than non-participants), 82, 83, 87, 95 per cent (e.g., being able to follow a conversation in the official language, and believing other official languages represent an advantage in the job market);
- ❑ **environment:** 40, 78, 81, 83, 84, 90, 96 per cent (e.g., believing it is vital to protect the environment to ensure a good quality of life, recognizing the impact of daily actions on the environment, and getting directly involved in environmental activities in the community); and
- ❑ **healthy lifestyle:** 50, 55, 61, 75, and 82 per cent (e.g., taking good care of health, having a more balanced diet than before Katimavik, and participating regularly in physical activities).

These outcomes are being sustained over the medium term. The evidence from the PCH-commissioned surveys of participants indicates high ratings for possession of these professional and social development skills and knowledge by those who had participated in 2001-02 were very similar to the ratings of those who had participated in 2003-04.

Many of these medium-term outcomes can be attributed to the Program. Results from the Katimavik-OPCAN pre- and post-Program surveys indicate that there is a statistically significant increase in the proportion of participants reporting possession of most skills targeted by Katimavik relative to what they had at the start of their projects. Particularly large increases were identified in the following areas in most years: planning and organizing; choosing a career; knowledge of cultural communities; and competence in the second language. As well, results from the PCH participant/non-participant survey indicate that participants have statistically significant "higher" ratings with respect to language competency and attitudes, the environment, and making plans for the future, as the following illustrates:

- ❑ **language:** Significantly more participants than non-participants reported second-language proficiency via a number of different indicators, such as making efforts to speak the second language, using it when addressed

28. Note that some of the items considered could reflect more than just the learning program, specifically cultural and second language outcomes (which could result also from exposure to different communities and the other official language).

in it, and ability to follow a conversation in it. Participants were significantly more likely than non-participants to agree strongly that the French/English language represents the discovery of a new culture or an advantage in job market.

- ❑ **environment:** Significantly more participants than non-participants said the statement “I am aware of the environmental concept of the 3Rs (reduce, reuse, recycle)” applies to them, and agreed with the statement “It is vital to protect the environment in order to ensure a good quality of life.” On the other hand, only 40 per cent of participants said they get involved in environmental causes, which is similar to the proportion of non-participants (43 per cent).
- ❑ **plans for education:** Participants, when asked of their plans for the future, were significantly more likely than non-participants to mention completion of education as what they intend to do.

There is mixed evidence that the Program is having positive impacts on the employment of participants. Almost all participants (98 per cent) said that they were completely or mostly satisfied that at the end of their project their goal or expectation of enhanced employment prospects had been met, and a similar proportion said the same thing about developing a stronger work ethic. Similarly, 88 per cent agreed or strongly agreed that Katimavik succeeded in developing skills and attitudes that will help them with their chosen careers. Three quarters of participants (75 per cent) said the Katimavik experience had some or much influence on what they chose to do. Participants were somewhat more likely than non-participants to have worked since participating (66 versus 58 per cent). On the other hand, about one half of participants are in jobs matching their skills and interests, but this is little different from non-participants (52 versus 47 per cent). Also, about half said skills acquired through Katimavik volunteering helped them find a job, but non-participants were significantly more likely to have said this about their volunteering experience generally (51 versus 68 per cent).

The qualitative evidence supports the finding of positive Program impacts in a number of areas. Key informants and experts identified a number of impacts on Katimavik participants that suggest attainment of the Program’s expected outcomes, including employability, social development (life skills), and knowledge of Canada. It was suggested that those who can get involved in volunteerism as youth are more likely to volunteer later in life. This is supported by results from Statistics Canada’s National Survey of Volunteerism, Giving and Participation.²⁹ Focus groups participants further suggested their experience will lead to lasting impacts, including ties to people they met in their groups as well as involvement in political activities.

Changes made to Katimavik in 2003 have *not* had, to date, the intended effect of enhanced skills.³⁰ The reported post-Program levels of skills and attributes were fairly similar in 2003-04 (after the Program changes) to what they were in 2001-02 and 2002-03 (before the changes).

(c) Attainment of Medium-Term Outcome for Communities

There is some evidence that Katimavik is having a positive medium-term impact on participating organizations. Results from the community-partners survey indicates that representatives of 67 to 79 per cent of organizations reported Katimavik participants had a positive impact on such aspects of their organization, as its openness to volunteers, visibility in and sense of community, level and quality of output, and workplace relations.

29. It should be noted that Katimavik of course provides volunteerism opportunities to participants in communities other than their own, so it is not clear whether the Program will increase volunteerism in the participants’ own communities. The national volunteerism survey did not specify where the volunteering took place.

30. According to official government documents, the purpose of the Program changes was to better enable volunteers to attain learning objectives, which are enhanced social and professional development. The changes were to extend the length to 39 weeks and to add two new learning programs.

While some of these impacts suggest only short-term effects, some, such as enhanced workplace relations (Exhibit 3.3 (a) and (b)) and visibility of the organization within the community, would indicate Katimavik is having a positive medium-term effect on community partners. Interviewees representing Katimavik-OPCAN cited anecdotal evidence of longer-term impacts on communities, largely through infrastructure (e.g., community centres and recreational trails) that participants are involved in developing or restoring during projects. A review of the types of Katimavik community projects confirmed this view.

Further evidence also indicates Katimavik is having positive impacts on community organizations. About seven in ten projects (72 per cent) continued beyond Program funding, suggesting sustainability and potentially lasting impacts (not shown in exhibit). The evidence also suggests that the Program is having an incremental effect on projects, as representatives of about half of 41 organizations said their project would not at all or to little extent (27 per cent reporting 1 or 2 on the 7-point scale) , or to some extent (22 per cent reporting 3, 4, or 5 on the scale), have attained its objectives without Katimavik

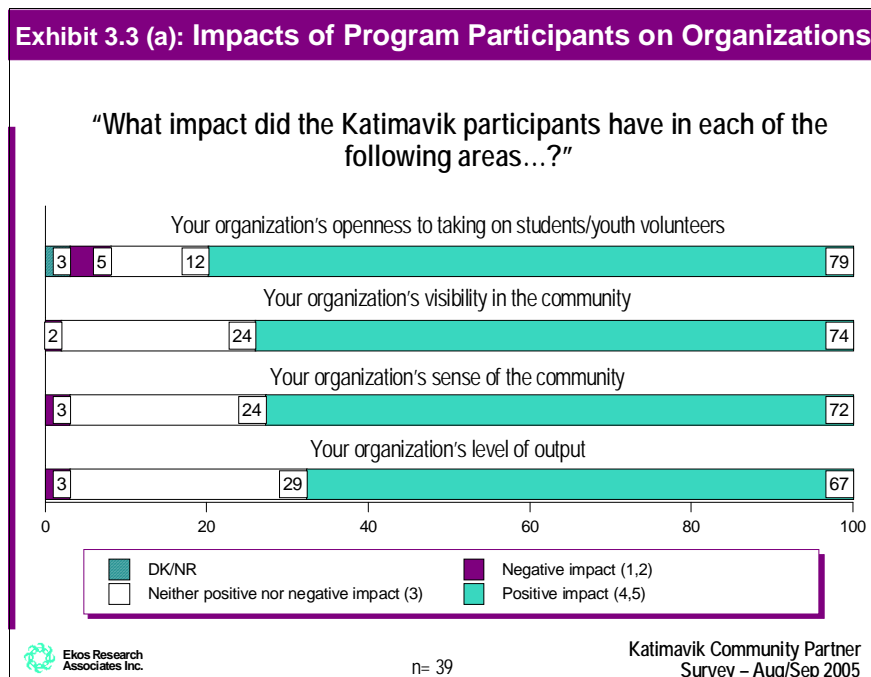
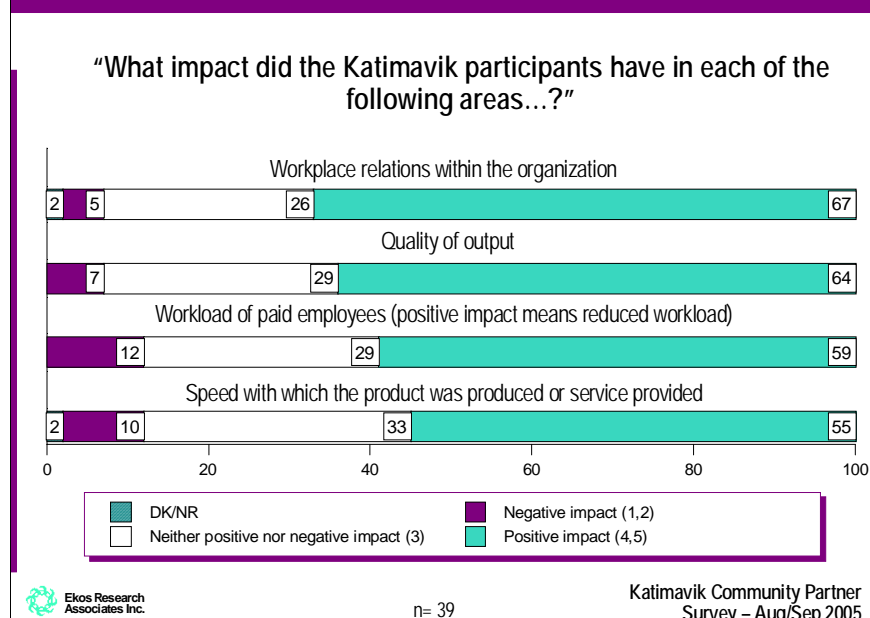


Exhibit 3.3 (b): Impacts of Program Participants on Organizations



(d) Attainment of Participants Expected Long-Term Outcomes

There is limited evidence suggesting that the Program may have positive long-term impacts on participants' civic participation. Some Katimavik-OPCAN and expert key informants feel that people who get involved in this type of activity early in life are more likely to continue to be engaged in volunteer work later in life. This is supported by findings from the 2000 national survey of volunteering, which also demonstrated a strong link between volunteering and civic participation.³¹ The results indicate that the proportion of volunteers who participate in society is higher among those who volunteered as youth compared to those who did not (36 versus 27 per cent).

As well, former participants in focus groups stated that, as a result of their Katimavik experience, they had improved attitudes toward volunteering and were more likely to participate in such activity in the future (though, as found in the Katimavik participant survey, they were no more likely to have volunteered than non-participants in the short and medium terms). A few focus group participants also said their experience had a positive impact on their civic participation. Finally, the majority said that they had formed long-lasting bonds with fellow participants and with their host families. However, without harder evidence, a conclusion as to the Program's long-term impacts on participants cannot be made.

(e) Target Groups Reached

Program data indicate that representation of many equity groups has fallen somewhat in recent years. As Table 3.1 indicates, in 2004-05, the proportions of participants who were Francophone (28 per cent), from a remote or rural community (27 per cent), or from a low-income family (31 per cent) represent declines from earlier years. Four to five per cent of Katimavik participants self-identify as being from each of the other equity groups, namely persons

31. Canadian Centre for Philanthropy and Volunteer Canada (2001), *Caring Canadians, Involved Canadians: Highlights from the 2000 National Survey of Giving, Volunteering and Participating*. www.givingandvolunteering.ca

with a disability, Aboriginal peoples, and persons in a visible minority group, which is similar to their representation in earlier years.

Conversely, representation of women has increased. In 2004-05, 64 per cent of participants were female, which was higher than the proportion in 2003-04 (53 per cent) and generally higher than it had been over the preceding years. This suggests that more women than men apply to the Program, and/or there is a need to ensure more equitable representation of the two sexes.

The Program is doing a good job of reaching equity groups, despite not targeting any of them. Despite declines in their share of participants relative to earlier years, participants from remote/rural areas or from low-income families are still over-represented compared to their share of the Canadian population. Based on Statistics Canada data, 16 per cent of the population is from a low-income family and 20 per cent located in a remote/rural area (compared to 31 and 27 per cent, respectively, of Program participants). The representation of women is also currently higher than their share of the overall population (49 per cent among 15-24 year olds). The proportions of participants who are Aboriginal persons or from a visible minority group are fairly similar to those in the overall population (roughly 4-5 per cent), and that of Francophones somewhat higher than their share of the total population (23 per cent).

**Table 3.1: Profile of Katimavik Participants According to Target Groups,
Percentage in Groups, 2001-02 to 2004-05**

Equity Group	2001-02	2002-03	2003-04	2004-05
Number of participants who completed a project	567	598	651	844
Females	59	55	53	64
Francophones	38	31	28	28
In a remote or rural community	35	33	29	27
With low income*	38	35	30	31
With a disability	2.8	5.5	3.7	4.4
Aboriginal	4.6	5.3	4.8	4.9
In a visible minority group	4.4	8	11.3	4.9
Mean age (years)	18.6	18.6	18.6	18.6

* Percentage with less than the Low-Income Cutoff, which depends on the income of the family, the number of family members and the location

Source: Katimavik Internal Program Reports

This study has found that not all Program objectives are being attained to the same degree, that all program elements are being delivered more effectively than others (see below) and that there may be value in targeting the Program on certain groups in particular need of the assistance offered under the Program. However, the information available for this evaluation did not enable determination as to whether or not all Program objectives and activities are needed for all youth.³²

(f) Unexpected Impacts

Few truly unexpected benefits of the Program were identified. Anecdotal evidence provided by an international expert suggests Canada's international image may be enhanced by the fact that Katimavik is highly regarded internationally. But hard evidence of this could not be found. Other unexpected impacts cited, such as acquisition of certain attributes by participants, are in fact the expected result of participation in community projects and learning activities, or, in the case of securing college credits for participation in the Program, would be expected from the efforts made, even if this had not been an outcome envisioned some years ago.

3.3 Cost-effectiveness and Alternatives

Evidence from an analysis of Program and Katimavik-OPCAN documents and financial data and descriptive material on other youth programs is the basis for the findings presented in this section. These are supported by qualitative opinions from Program and Katimavik-OPCAN managers and experts in the field.

(a) Cost of Katimavik

Government funding to the Program has increased greatly in recent years. From 2002-03 to 2004-05, annual funding to the Program increased from \$12 million to \$20.6 million (first row of Table 3.2). The growth in funding in 2003-04 and 2004-05 reflects funding increases of \$5 million and \$8.6 million, respectively, over the A-Base

32. The information from the participants' survey did not allow cross-tabulation of skill-attainment measures by equity groups, which would have permitted observation of objective attainment and satisfaction for different groups of youth.

funding of \$9 million in those years. The purpose of the 2003-04 and 2004-05 increases was to increase learning potential for Canadian youth, by allowing more youth to participate in Katimavik projects, by extending the length of the Program to 39 weeks (for two of the phases in 2004-05), and by providing increased environmental and learning technologies training as well as opportunities to work with organizations in these areas (official Government documents).

Table 3.2: Government Funding (\$), Katimavik, 2001-02 to 2004-05

Cost Item	2001-02	2002-03	2003-04	2004-05
Total Government funding for the Program	\$12,000,000	\$12,000,000	\$14,000,000	\$20,600,000
Less: PCH administrative costs	\$360,000	\$360,000	\$560,000	\$824,000
PCH admin costs as a percentage of gov't funding	3.0%	3.0%	4.0%	4.0%
PCH contribution to Katimavik-OPCAN	\$11,640,000	\$11,640,000	\$13,440,000	\$19,776,000
Katimavik-OPCAN administrative costs (head and regional offices)	\$986,859	\$1,053,349	\$1,189,510	\$1,833,630
Capital costs	\$60,000	\$30,000	\$100,000	\$125,000
Project costs	\$10,607,938	\$10,556,729	\$12,158,055	\$17,817,370
Katimavik- OPCAN admin costs as a percentage of PCH contribution	8.5%	9.0%	8.9%	9.3%
Number of participants started	726	726	825	1,118*

* Based on Katimavik Program Reports. The Program's Annual Report indicates 1,155 participants in 2004-05.

Source: Official Government documents; RMAF, 2003; Katimavik internal Program Reports.

The extent to which increased Program funding has attained the desired impact is mixed. On the one hand, the funding increase did permit the Program to increase the number of participants, from 726 in 2002-03 to 1,118 in 2004-05, an increase of 54 per cent (last row of Table 3.2), which is considerably less than the 79 per cent increase in funds provided to the Program over the period (first row of Table 3.2). (The issue of costs increasing faster than participant intake is addressed below). As well, as noted earlier, there has not been a noticeable increase in the skill impact for participants over the period of 2001-02 to 2004-05, as was the expectation from the funding increase. This suggests some difficulties with extending the Program.

The retention rate has fallen since the project duration has been lengthened. The participant retention rate decreased following extension of projects to 39 weeks, falling from 88, 82 and 79 per cent in 2001-02 to 2003-04, to 76 per cent in 2004-05 when the length was extended (Table 3.3). Even in 2004-05, the participant retention rate for the 30-week phases (86 and 74 per cent) were higher than they were for the extended 39-week phases (69 and 65 per cent). This suggests some further difficulties with project extension.

Table 3.3: Katimavik Participant Retention Rates, 2001-02 to 2004-05

Year	No. Started	No. Completed	Retention Rate (%)
2001-02	726	567	87.8
2002-03	726	598	82.3
2003-04	825	651	78.9
2004-05	1,118*	844	75.5

Source: Katimavik Program Reports

The resulting increased participant intake also did not result in the expected economies of scale in terms of administrative cost savings. Official Government documents indicated that there should be administrative economies

of scale from the increased participant intake. Table 3.2 indicates that, while Katimavik-OPCAN administrative costs have risen by about 100 per cent from 2001-02 to 2004-05, almost doubling from \$986,859 to \$1,833,630, the number of participants has grown by about 50 per cent from 726 to 1,118. Also, note that, whereas administrative charges have risen in absolute terms, as a share of total Program funding, they have remained fairly steady over the four-year period, despite the increased participant intake. Whereas some of this increased administrative cost can be attributed to the enhanced learning programs and lengthened duration of projects, it is concluded that there should have been administrative cost savings resulting from the funding increase³³. (This issue is addressed in more detail in the next section on cost-effectiveness.)

Katimavik-OPCAN's large salary and wage budget merits some attention. Salaries and benefits accounted for 40 per cent of total Katimavik-OPCAN expenditures in 2004-05, which is higher than the 30 per cent share that salary costs represent of total costs for the comparable American program, the National Civilian Community Corps. The cost statement in the 2004-05 Katimavik-OPCAN Contribution Agreement indicates that about \$1 million of the salary and benefit budget can be attributed to administration in headquarters and regional offices, and the rest (about \$6 million) to the projects themselves. Records indicate that there are 60 employees at Katimavik-OPCAN, so it is clear that, with \$1 million dedicated to regional and head office administration, many of the 60 employees are partially or entirely involved in project work. While it is recognized that project recruitment, development and coordination are time-consuming and costly activities, it is the evaluators' view that the Katimavik salary budget deserves further investigation. The goal would be to look for ways to increase the efficiency of project development and administration and realize salary and other cost savings as a result.

It must also be recognized that Katimavik volunteers are making a contribution to the economy, which could to some extent be reducing the net cost of the Program to Canadian society. As Table 3.4 indicates, Katimavik volunteers contributed almost \$9.5 million to the economy in the latest fiscal year, based on the number of hours volunteered and Statistics Canada estimates of the hourly wage in the volunteer sector (third column).³⁴ However, also note that the hours volunteered per participant started fell somewhat between 2003-04 and 2004-05, from 627 to 600. The reason for the decline in the hours volunteered could not be ascertained.

Table 3.4: Value of Volunteer Services, Katimavik, 2001-02 to 2004-05

Year	Volunteer Hours	Estimated Value of Volunteer Services	Value per Volunteer Hour	Hours Volunteered per Participant Started
2001-02	448,221	\$6,136,015	\$14	617
2002-03	454,302	\$5,733,300	\$13	626
2003-04	517,318	\$7,100,000	\$14	627
2004-05	567,179	\$9,470,000	\$14	600

Source: Katimavik Annual Reports

33. It should also be noted, however, that it is difficult to separate the impact of increased intake from that of the separation of Katimavik from the rest of Exchanges Canada in 2003. It is possible that the separation put upward pressure on administration costs, at the same time as the increased participant intake was driving the relative cost of administration down. Indeed, PCH's share of Program funding for administrative purposes did rise from three to four per cent between 2002-03 and 2003-04. Still, it is difficult to isolate the impact of the two coincident trends.

34. As indicated in Katimavik Annual Reports, this figure is based on Katimavik-OPCAN estimates of hours volunteered as well as Statistics Canada studies of the value of volunteer labour.

However, the incremental impact of Katimavik volunteers is not truly known. While Katimavik volunteers are making a contribution to the economy, thereby reducing the net cost of the Program to society as a whole, their incremental impact cannot be fully measured based on available evidence. The extent to which participants would have volunteered their services in the absence of the Program is unknown. Some participants may have been working and paying taxes without Katimavik, while others may have been otherwise drawing income support or attending school. As these questions were not asked in the participants' survey, Katimavik's true contribution to the economy cannot be assessed.

(b) Cost-effectiveness Analysis

In this analysis, Program cost per participant is being used as a proxy for cost-effectiveness.³⁵ The cost per Katimavik participant who started a project in the 2004-05 fiscal year is \$18,426 (third last column of last row of Table 3.5). This is based on the \$20.6 million spent on the Program in 2004-5 and the 1,118 participants who started a Katimavik project in that year.³⁶ Note that total Program funding includes the four per cent (\$825,000 in 2004-05) that is retained by PCH for the administration and operation of the Program from the Department's end. A number of points can be made here.

First, basing the per-participant cost on the number of participants who started a Katimavik project underestimates the true unit cost, as not all participants complete their projects. As Table 3.5 indicates (last row), the cost per participant who actually completed the Katimavik project in 2004-05 is, not surprisingly, higher, at \$24,408; however, this is an over-estimate, as costs must be incurred for participants who do not complete their projects. A better measure would be the cost per volunteer hour, which in effect controls for non-completions and for how much time participants actually spent on projects. This was computed to be \$31 per hour in 2004-05, based on Katimavik's estimates of the number of hours volunteered by participants and the average wage in the volunteer sector.

Second, the cost per participant has risen since 2002-03, contrary to expectations. This is the case regardless of what denominator is used: the number of participants who started or who completed their project, or the hours they volunteered. The expectation from augmented Program funding for 2003-04 and 2004-05 was, on the one hand, an increase in the cost per participant owing to an extension of the Program's duration from 30 to 39 weeks for two of the phases in 2004-05. However, this was expected to be offset by economies of scale in fixed costs for expenses such as accommodation and transportation in the host communities. This did not happen (Table 3.5). A reason is that on-site transportation and accommodation costs are, in fact, not fixed: the expanded number of projects resulted in increased spending to move and house participants on-site. Indeed, over the 2001-02 to 2004-05 period, despite rising overall Program expenditures owing to increased participant intake, on-site transportation and shelter costs have maintained their share of total costs over the period, at 10-11 per cent and 2 per cent, respectively (\$1,915,280 and \$275,732, respectively, in 2004-05).

35. Strictly speaking, cost-effectiveness analysis involves measuring the unit cost of an outcome, say "graduates" who found a job and became engaged in his or her community, for which no data were available. Measuring the unit cost of participants, as is being done here, is really measuring the unit cost of Program outputs and therefore the exercise is really one of cost-efficiency analysis. Source: Greg Mason, "Cost-effectiveness analysis: Practical methods for auditors and evaluators", presented to the Canadian Evaluation Society, Ottawa, November 17, 2005.

36. This is based on the internal Program Report, October 2005. The 2004-05 Annual Report set the number of participants at 1,155, in which case the cost per participant started would be \$17,836.

Table 3.5: Cost Per Participant, Katimavik, 2001-02 to 2004-05

Year	Youth Participants			Total Government Funding*	Unit Cost Per Participant/Hour (\$)		
	Number Started	Number Completed	Hours Volunteered		Started	Completed	Hour Volunteered
2001-02	726	567	448221	\$12,000,000	16,529	21,164	27
2002-03	726	598	454302	\$12,000,000	16,552	20,067	26
2003-04	825	651	517318	\$14,000,000	16,970	21,505	27
2004-05	1,118**	844	671179	\$20,600,000	18,426**	24,408	31

* Includes PCH operating costs, which amount to 4 per cent of total Government funding.

** It should be noted that the 2004-05 Annual Report indicated the number of participants to be 1,155, in which case the cost per participant started would be \$17,836.

Source: Katimavik Internal Program Reports, Katimavik Annual Reports.

In our view, it is not clear why there was this expectation. The expanded number of projects required increased spending to transport and house participants on-site, covered under the Program. Still, it is not completely clear why the average per-participant costs actually rose to the extent that it did. A plausible explanation, on the part of Katimavik-OPCAN, is needed.

It is important to compare the per-participant costs of Katimavik to that of other youth programs, in order to determine where Katimavik's costs stand in **relative** terms. The results of this comparison are presented in Appendix C, which provides information on the objectives, costs, expected and, in some cases, demonstrated benefits of other youth programs in Canada and abroad. Note, however, that this table is meant only to provide **illustrations** of other representative youth programs in Canada and internationally and not to be a comprehensive inventory of such programs.

Katimavik's costs per participant is much higher than it is for most other youth programs examined (\$856 to \$12,000), but few if any programs have the extensive goals and activities of Katimavik. As the table in Appendix C indicates, most other programs reviewed do not, as does Katimavik, seek to enhance youth's professional development skills and appreciation of intercultural diversity and volunteerism, while at the same time feeding, sheltering and transporting participants away from home in three different communities. For example, in the federal youth internship programs, the Government arranges for youth to work with employers including in its own departments and agencies typically in the participants' home community, and in many cases the employer contributes to the wage costs of the participant. This is not the case for Katimavik where the focus is on volunteer service work with non-profit organizations which typically cannot afford to pay participants a wage. However, the European Voluntary Service Program (a component of the European Communities Youth Community Action Programme) is similar in scope to Katimavik but has a lower cost per participant (\$9,342).

In only one case is the cost per participant on the same scale as Katimavik's: the U.S. Americorps' National Civilian Community Corps (NCCC) (\$26,600). The NCCC is similar to Katimavik in that its administrating organization has five regional offices and brings youth together to work in groups of similar size to Katimavik in community service projects around the country. The main differences are that Americorps maintains residences where the youth live and work out of, that youth work in their own communities as well as other communities in their region, and that they receive an education allowance at the end of their experience that is five times the \$1,000 "perseverance" honorarium paid to Katimavik volunteers who stay until the end of the project.

To properly assess Katimavik's cost effectiveness, its longer-term outcomes in comparison to similar programs would need to be known. Even if the (short-term) unit costs of a program are higher, as is the case for Katimavik compared to other youth programs, it is possible that the particular program's approach is benefiting its target group and society more in the long term than the other programs, thus justifying the higher unit costs. However, the information that would be needed to assess this would be difficult and costly to obtain. In the case of Katimavik, the quality of administrative data is such that tracking down participants from some time ago proved problematic in this evaluation. (The lack of collected long-term performance information contravenes the terms of the Program RMAF.) Moreover, gathering such information for non-participants, which would be needed to assess the true incremental impact of the Program, would likely prove even more problematic, as would obtaining such detailed information for similar youth programs.

Indeed, the beneficial long-term impacts of this and other programs would be difficult to measure, mainly due to lack of information. Specifically, the difficulty lies with the Program's existing administrative data (discussed below), as well as the lack of outcome data for non-participants. Ideally, to measure the long-term impacts of Katimavik, participants from 5-15 years ago, along with a like group of non-selected applicants, would need to be contacted and queried about their current attitudes, skills and status. (See Appendix D for detailed options on how long-term impacts could be measured.) Knowledge of the outcomes for non-participants would be required, as, otherwise, attribution to the Program of any observed participant outcomes would be difficult. As noted in the methodological limitations, it was our experience in this evaluation that the currency and reliability of contact information on Katimavik participants declines the longer ago they participated in a project. Note that this likely is a problem that would exist for other such programs, given the typical transience of youth.

Only one study of the long-term impacts of a youth program could be identified in the literature search. The U.S. Americorps has embarked on a longitudinal study to measure the long-term outcomes of its community service programs.³⁷ The most recent report of this study presents results mostly at year one following program completion, but also at year three for some outcome measures. However, the report points out that many of the impacts of Americorps service programs will not manifest themselves until years later and will be reported on only in subsequent reports. This explains why a long-term longitudinal study was deemed necessary by Americorps to properly measure the impact of its programs, and such a study would be needed to do the same in the case of Katimavik.

(c) Transferring Delivery to Others

There was insufficient hard evidence gathered to determine definitively whether or not the Program should be transferred to other sectors for delivery. Some experts said that, while the Government is well positioned to fund such a program and have the accountability frameworks in place to do so, the delivery of the Program should be the responsibility of the non-government/voluntary sector. It was felt that the non-government sector is more cost-effective at delivering programs and has more experience in dealing with young volunteers and "stretching dollars."

Of course, this is in effect the arrangement with Katimavik-OPCAN, to which the Federal Government provides practically all the necessary funds to administer the Program. However, this Corporation is an atypical NGO, as it was created for the sole purpose of delivering the Program. What experts, who had varying degrees of familiarity with Katimavik, were likely thinking of when considering who should deliver such a program was larger NGOs that have the experience and capacity to administer funds and set up and monitor projects. However, this cannot be confirmed.

37. Abt Associates, Inc., *Serving Country and Community: A Longitudinal Study of Service in America*, Early Findings, Corporation for National and Community Service, December 2004.
http://www.americorps.org/about/role_impact/index.asp

No other examples could be identified of program delivery by a third-party organization like Katimavik-OPCAN. The Corporation is dedicated to a single initiative (Katimavik) and itself deals with other organizations delivering the services. Most Youth Employment Strategy (YES) internship programs are administered by a federal department or agency dealing directly with third-party organizations, rather than having an organization like Katimavik-OPCAN being the intermediary. The extent to which this affects program delivery has not been assessed. One YES program, Netcorps, is delivered through a consortium of third-party organizations, but, again, the role this has played in the delivery of this program has not been considered. In the U.S., a third-party organization, Americorps, which is similar to Katimavik-OPCAN, does administer a similar program (NCCC), as noted, but it is responsible for several programs of a voluntary nature in addition to NCCC. Moreover, the impact of this kind of delivery model on the effectiveness of this program has not been assessed, to our knowledge.

Moreover, transferring the Program to the private sector or provincial governments was seen by experts as not viable. Among the perceived disadvantages of this was a risk of a loss over quality control and inconsistent delivery across the country, as individual provincial/territorial governments would vary in how they deliver a program like Katimavik. Some have the infrastructure and mandates to support such programs, while others do not.

(d) Interviewees' Suggested Options for Reducing Costs

Key informants and experts offered specific suggestions for reducing the cost of the Program, including the following:

- ❑ **Increase/improve the use of technology**, particularly with respect to more on-line reporting by regional offices but presumably this applies to community partners as well.
 - Consider the possibility of decreasing the number of regional offices. There are currently five regional offices. According to the 2004-05 Contribution Agreement, regional offices accounted for about 25 per cent of Katimavik-OPCAN administrative costs. Reducing the number of regional offices would save at most about \$100,000 per office. At the same time, it would be expected that travel costs would rise for on-site visits by Katimavik officers to community projects if there were fewer regional offices.
- ❑ **Reduce the number of communities per participant to two from three.** Reducing the number of communities by one would reduce participant travel costs by a third (roughly \$430,000) and project development costs by a third as well (the dollar amount spent on project development is not known). Katimavik managers do not feel this is a good option since three communities allow for one Francophone and two Anglophone communities which reflects the linguistic composition of Canada. Moreover, maintaining this 1:2 ratio was a conclusion of the triennial Program Review.³⁸
 - An alternative to the preceding option would be to have more than one group stay in a community, which would not reduce participant travel costs but would reduce project development costs with no loss in multicultural exposure.
- ❑ **Restore the total duration of Katimavik community projects for each participant to seven months from nine.** Shortening the length of projects by nine weeks (or about 20 per cent) to, for example, the length it was before the length was extended, i.e., 30 weeks, would potentially reduce, by about 20 per cent, the cost of transporting, feeding and housing participants, including daily allowances. These costs currently amount to about \$600,000. Katimavik managers are opposed to this since it would, in their opinion, greatly diminish the benefits to participants. As well, the expansion of Program length to nine months was a response to a recommendation of the triennial Program Review to better enable community organizations to meet long-term objectives by benefiting from more volunteer time. However, this result

38. See "Rapport des activités conduites dans le cadre de l'exercice de Revision du Programme", An I et II (March 1, 2004).

cannot at this point be demonstrated, as long-term impacts of the Program could not be measured particularly for community partners.

- ❑ **Introduce a sliding-scale fee for participation in the Program**, based on income and ability to pay, for example. While this may generate some revenues for the Program, it is doubtful that these would be a lot, given that anecdotal evidence suggests participants claim they are not able to pay, and it is likely it may discourage participation. Moreover, there would be additional costs that would have to be incurred to administer such a mechanism.

Another potential area for cost-cutting would be some of the Program's learning programs. One possibility would be the healthy lifestyle learning program which has been less successful than other Katimavik learning programs. Furthermore, evidence presented below in the Design and Delivery section indicates participants were much less likely to indicate the lifestyles program to have the greatest influence on them.

Finally, greater success in finding alternative sources of funds, as discussed in the next section, would contribute to greater cost saving for the taxpayer.

(e) Efforts/Success in Diversifying Program Funding

Katimavik-OPCAN recognizes it relies on the Federal Government for funding. The Government currently provides almost all of the funding to the Program and Katimavik-OPCAN is pursuing initiatives to diversify its funding sources. Finding alternate sources of funding is seen by the Corporation (as indicated in the key informant interviewees and Annual Reports) as a way of reducing its dependence on the public purse and accompanying vulnerability and of enabling it to expand the number of participants benefiting from the Program's activities. Results of its efforts to date in this regard include the following:

- ❑ **Strategic plan:** Arising from the recommendation of a consulting company commissioned by Katimavik-OPCAN to assist it in finding alternative funding sources, it hired a director of development, produced "A Fundraising Strategic Plan," and implemented it in 2004.³⁹ This plan addressed the need to develop clear direction in increasing fundraising potential and articulated key programs and goals expected to generate considerable new financial support for Katimavik.
- ❑ **Fundraising mechanisms:** Katimavik established three new fundraising organizations in 2003-04 – the Katimavik Foundation, Youth Services and the Katimavik Fund. According to Katimavik-OPCAN's financial statements attached to the 2004-05 Annual Report, the Katimavik Fund, incorporated to receive donations, endowments and other contributions, received \$51,040 which it passed on to Katimavik-OPCAN as "expenditure refunds." This is the same amount as was reported for 2003-04.
- ❑ **Negotiations:** Katimavik-OPCAN interviewees and a review of the Program's funding diversification report indicate that Katimavik has laid the groundwork for increasing the number of funding partners further by opening negotiations with such organizations as Li Ka Shing (Canada) Foundation, J.W. McConnell Family Foundation, the Environment Canada EcoAction Community Funding Program, and the Pan-Canada Community Futures Group.
- ❑ **Private/public contributions:** Katimavik-OPCAN interviewees and a review of Program documents indicate that the Corporation has secured sponsorships and in-kind contributions from a few sector organizations. Financial statements show revenue and in-kind contributions rose from \$161,606 in 2003-04 to \$391,000 in

39. Page 8 of Katimavik (2004). *2003-2004 Annual Report: Investing in the Future of the Voluntary Sector*. Online: <http://www.katimavik.org/image/rapportannuelEN20032004.pdf>

2004-05. However, the latter still represents only 1.7 per cent of Government expenditures on the Program. The 2005 Funding Diversification Report (page 1) indicates that the Corporation has received in-kind donations from three organizations in particular, has obtained bulk purchases on gas, and has received a grant of \$2,500 from a Community Futures Corporation.

In-kind contributions were seen by Katimavik-OPCAN as indicators of diversification success, but these are not true sources of funding. As Katimavik-OPCAN interviewees pointed out, the Funding Diversification Report (March 2005, page 3) indicated that community-partner organizations and communities donated materials, tools and equipment, transportation, supervision and training, as food and furniture for the participants' home, valued at \$3.8 million in 2004-05. While these contributions have served to keep costs down and allow the Program to do more with Government funding, these are **not** new sources of funding, and therefore should not be considered an indicator of funding diversification. Similarly, former participants in many regions contribute their services to recruit participants, communities, community partners and host families. Katimavik-OPCAN has developed a database of alumni for this purpose among others. The Ontario Region has implemented the Alumni Recruitment Program with that purpose in mind and has developed an accompanying Guide to Volunteering. Again, however, free labour is not a true alternative source of funding.

Katimavik-OPCAN has made only limited progress in finding sources of funds outside the Federal Government and more work is needed as dependence on the Government remains high (98 per cent). Katimavik-OPCAN's efforts to diversify funding are acknowledged along with the fact the organization has reaped some benefits in this regard in the form of contributions from a few organizations. However, the amount obtained from non-government sources represents only a very small proportion of the Program's total costs.

Insufficient efforts have been made to obtain funds from alternative sources. Katimavik-OPCAN has been trying to diversify funding for four or five years. Most other youth programs encourage project sponsors to leverage monies from funding partners. Potential sources of funding would be the pool of past participants, which Katimavik-OPCAN should make stronger efforts to tap into, and corporate sponsors and foundations, which universities successfully benefit from. Another source of funds could be fees paid by participants who can afford them in order to allay some of the transportation and accommodation costs, though there is a risk of driving potential participants to fee-less programs.

Katimavik-OPCAN is also pursuing initiatives to extend the Program's scope through non-financial partnerships, with a view to increasing the number of participants. For example, it signed partnership agreements with Capilano College and Malaspina University-College whereby academic credits are awarded to Program participants who sign up for the colleges' Global Stewardship and Recreation Management programs, respectively. The Corporation has also negotiated with Parks Canada to provide volunteer opportunities at national parks.

(f) *Overlap/Duplication with Other Programs*

Katimavik is a unique program. Most other youth programs have objectives that correspond to one or more of Katimavik's objectives. In terms of the comprehensiveness of Katimavik's activities and objectives towards enhancing employability, volunteerism and appreciation of Canadian diversity, no other program could be identified in Canada that exactly duplicates what Katimavik provides and seeks to accomplish⁴⁰. Typically, these other programs are focused on labour-market preparation almost exclusively (e.g., youth internship and co-op programs), or on increasing

40. Outside of Canada, two programs were identified that appear to be as comprehensive as Katimavik in terms of what they set out to do: The U.S. National Civilian Community Corps and the European Communities' European Voluntary Service (see Appendix D).

volunteerism through more passive means (e.g., by providing recognition awards and knowledge about volunteerism and opportunities), or on strengthening capacity of voluntary organizations themselves, as the following indicates:

- ❑ ***Employment/Professional Development:*** As noted above, the Federal Government funds internship and work experience programs through the Career Focus and Skills Links components of its Youth Employment Strategy. These programs are focused almost exclusively on improving youth's chances of entering the labour market. Similarly, it has Internship and Co-op Programs for purposes of providing youth with career development opportunities in federal departments and agencies. Secondary and post-secondary institutions have co-op programs that provide youth opportunities to apply what they learned to the workplace and thereby enabling them to better prepare for and to be integrated into the labour market.
- ❑ ***Volunteerism/Civic Engagement:*** The Federal Government through its Canadian Volunteerism Initiative, promotes volunteerism by funding research, pilot projects and a clearinghouse of information. Provincial governments typically promote volunteerism, not by developing community projects and providing incentives to youth to participate as Katimavik does, but by providing recognition awards and resources about the value of volunteerism and where opportunities exist to volunteer. Examples of this kind of program are the Ontario Ministry of Citizenship and Immigration's Volunteer Hall of Fame Awards and Shareable Resources (online resources related to volunteerism).
- ❑ ***Bilingualism/Appreciation of Cultural Diversity:*** The Federal Government's Exchanges and Official Languages Monitor Programs are examples of programs that are focused almost exclusively on these ends.

3.4 Design and Delivery

(a) *Strengths and Weaknesses in Delivery Identified by Key Informants*

Strengths identified by interviewees include the following:

- ❑ ***Contribution to youth development:*** through service learning, exposure to cultural diversity, and preparing them to be more civic minded and more environmentally aware.
- ❑ ***Wide range of Program beneficiaries:*** youth, communities, community organizations, and Canadian society;
- ❑ ***Good Katimavik-OPCAN management:*** in terms of reporting (observed by PCH management, and confirmed below in Section 3.4(c), Operational Efficiency and Accountability); and
- ❑ ***Dedication of field workers:*** specifically, project leaders and coordinators in the regions (observed by some Katimavik-OPCAN key informants).

Weaknesses of Katimavik noted by interviewees include the following:

- ❑ ***Insufficient placement capacity to meet demand:*** applications out-number placements by about 10 to one, though other organizations, such as universities, similarly must turn away applicants because of lack of funding/spaces and this has not affected their delivery of learning programs;
- ❑ ***Lack of experimentation in delivery:*** the same project development model has been used by Katimavik-OPCAN despite being a recipient of funding for a number of years, which suggests a lack of experimentation and which may have contributed to the high project development costs, but this lack of experimentation may be interpreted as well as a perception that a more efficient approach does not exist; and

- ❑ ***Lack of standardization in delivery models:*** what is seen as the wide variation in the delivery models across community partners in terms of how skills are imparted to participants, but no details on this point were obtained and could really only be obtained through case studies. In response, Katimavik-OPCAN is developing a training manual with the expectation that this will facilitate the standardization of delivery by community partners.

(b) Views on Separation of Katimavik from Exchanges Canada

Separating Katimavik from the rest of Exchanges Canada was seen as appropriate. Interviewees and experts generally agreed that Katimavik had not been an appropriate fit within the Exchanges Canada portfolio at PCH. Experts observed that Katimavik was somewhat different given that it is not an exchange program, per se. According to Katimavik managers, Exchanges Canada reporting requirements did not reflect the objectives or activities of Katimavik. Indeed, an examination of Katimavik's objectives indicates that they are much more comprehensive than programs that fall under the Exchanges Canada portfolio, which are focused on cultural exposure and linguistic ability.

No real impact of the separation from Exchanges Canada was observed. As observed in the previous section, the Program's administrative costs as a share of total costs (roughly 13 per cent, nine per cent for Katimavik-OPCAN and 4 per cent for PCH) did not change upon separation of the Program from Exchanges Canada in 2003.

(c) Operational Efficiency and Accountability

Experts identified some constraints for the Program. Some observed that Katimavik is vulnerable to changes in government. Also, it was suggested that working with the targeted age range is challenging because of differences between 17- and 21-year olds: 21- year olds, who may have already completed university studies, are typically more mature than 17-year olds, who are still in or barely out of high school. Individual respondents also identified as potential constraints some community organizations lacking the capacity to properly handle Katimavik groups as well as government accountability requirements, which has been observed as a concern in other evaluations the consultant has conducted.

The longstanding nature of the Program was also seen as a challenge by some. From the perspective of PCH, a few interviewees noted that there are challenges in managing a program such as Katimavik, which has been in place for a long period of time. These interviewees noted that Katimavik-OPCAN has been a recipient for a number of years and, despite changes in the environment, has not experimented with Program delivery.

There are indications that Katimavik-OPCAN is accountable and responsive. Interviews with Katimavik-OPCAN managers and a review of documents indicated that the Corporation has put in place a series of measures to ensure that it is accountable for the monies it is provided and has responded to recommendations arising from reviews of its efficiency.

Management models have been developed to improve Program efficiency. Managers representing Katimavik-OPCAN point out that Program reporting/efficiency is monitored through the Matrix Management Model (MMM)⁴¹ and Results-Based Management (RBM). The MMM, implemented in April of 2004, is based on parallel teams at headquarters and the regional offices working in tandem to ensure that participants are achieving the greatest level of learning from volunteer service, the learning programs, and group living and working. The structure also helps

41. Katimavik (2004). *2003-2004 Annual Report: Investing in the Future of the Voluntary Sector*. Online: <http://www.katimavik.org/image/rapportannuelEN20032004.pdf>

ensure that partnerships with host communities and organizations continue to be beneficial through greater operational efficiency of Katimavik-OPCAN and a renewed sense of teamwork whereby all employees work together to ensure the Program's success. The RBM approach to managing was said to set out clear Program and management goals for Katimavik and establish indicators for monitoring and assessing progress toward meeting the goals.

Views of the MMM/RBM were mixed, however. Katimavik-OPCAN interviewees were favourably disposed to the MMM and RBM. On the whole these key informants reported that the RBM and MMM were relatively easy to implement and they agreed that the changes due to the RBM and MMM have made management more rigorous and responsive. However, some noted that regional staff have had difficulty in adapting to changes in the reporting structure under the MMM. One interviewee noted that perhaps regional staff were not given sufficient support in the transition period. It was pointed out that RBM is a tool to measure progress more than costs. As well, it should be noted that there are issues with respect to performance measurement (see next section on Design and Delivery).

A number of management tools and reports are produced. These tools/reports have been developed and produced by Katimavik-OPCAN officers and PCH to ensure the Program is operating well. EKOS confirms the existence of these documents and has reviewed them for this evaluation, as follows:

- ❑ **Participants' Learning Plan** serves as a means for participants, Project Leaders and Work Supervisors to set out skill enhancement for participants and to monitor progress towards their attainment through the Katimavik experience. As suggested in the next sub-section on Satisfaction, some challenges have been encountered with respect to the Learning Plans.
- ❑ **Participants' Evaluation of Volunteer Work** serves as a means for participants to record their views on the quality of the experience with the community partner, difficulties faced, skills applied and acquired, and benefits gained from the experience, etc. It is not clear exactly how this information is used internally.
- ❑ **Project Coordinators' Project Reports** serve as a means of: (1) at the end of projects, informing future Project Coordinators by compiling information on community projects, and (2) on a monthly basis, informing regional managers as to how the projects are proceeding, with respect to the Project Leader, finances and administration, the community partners, participation of alumni in the projects, and how well participants are doing against their respective Learning Plan. Again, it is not known the degree to which the information collected in these reports is utilized.
- ❑ **Progress Reports.** Under the terms of the Contribution Agreement between PCH and Katimavik-OPCAN, the latter submits financial statements; Program Reports setting out the number and participants starting and completing and their characteristics as to region, age, gender, equity group status; and results of pre- and post-project surveys of participants as to delivery and short-term outcomes.
- ❑ **Triennial Program Review.** The Triennial Program Review Committee was struck to determine if the Program maximizes use of its resources and fulfill its objectives, based on analysis of evaluation data, survey and discussion groups, and a review of procedures, logistics and content of the Program⁴². A review of the reports from each of the three years indicates that in almost all cases Katimavik-OPCAN has made efforts to address concerns raised and recommendations made, as the following indicates.
- ❑ **Annual Reports** setting out in very general terms Program accomplishments, Program uptake in terms of number of participants and community partners, and financial statements. These reports appear on Katimavik's website and provide an overview of annual performance of the Program.

42. See "Rapport des activités conduites dans le cadre de l'exercice de Revision du Programme", An I et II (March 1, 2004), An III (March 1, 2005); plus official Government documents.

- ❑ **Audit Reports.** Like all federal programs, Katimavik is submitted to regular internal audits. A 2002 audit of Exchanges Canada indicated no significant problems with the Program's design, management framework, processes or risk management.⁴³ A 2003 audit of Katimavik⁴⁴ raised concerns about implementation of guidelines for charging employee transportation costs and the lack of administrative cost details in monthly financial statements. A review of the most recent Contribution Agreement (2004-05) indicates that costs are being disaggregated as suggested in the audit.
- ❑ **Funding Diversification Report.** Under the terms of its Contribution Agreement, Katimavik-OPCAN regularly submits a report describing efforts and success in diversifying funding sources (see discussion on this in the previous Cost-Effectiveness Section (3.3)).

The review of the above documents indicates that, at least as documented in these materials, Katimavik-OPCAN is monitoring its projects to some degree, is being held appropriately accountable for its actions, and is responsive to suggestions made for improvement arising from reviews and audits. However, a few concerns remain.

First, it is not clear the extent to which Katimavik-OPCAN makes use of the information that is gathered in the management tools (participants and project coordinators reports). Second, the Corporation has not responded fully to recommendations of an earlier evaluation, and to RMAF requirements, to maintain adequate performance measurement data for monitoring and evaluation purposes, including participants and community organizations. Third, PCH key informants indicated that they have made requests to Katimavik-OPCAN that have not been met, for example, to make greater effort to diversify funding sources. Fourth, as indicated elsewhere in this report, concerns have also been raised with respect to the Learning Plan and funding diversification.

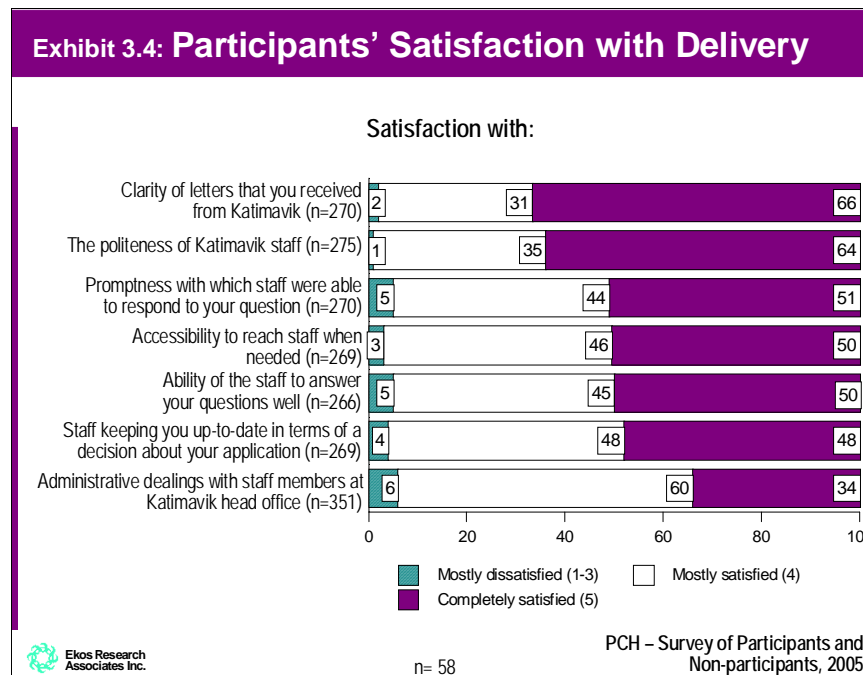
(d) Satisfaction with Program Design and Delivery

An overwhelming majority of participants are satisfied with administrative elements of the Program. Results from the PCH Participants' survey indicate large majorities of participants (94-97 per cent) were satisfied with administrative aspects of the Program, with less than 10 per cent being dissatisfied⁴⁵ (Exhibit 3.4). Note that the proportion of participants who said they were completely satisfied was considerably higher for the clarity of the letter from Katimavik and the politeness of staff, but substantially lower in the case of administrative dealings with Katimavik-OPCAN head office.

43. Official Government documents.

44. Paragon Review and Consulting, Inc. "Vérification de la Contribution à la Corporation Katimavik-OPCAN, 2002-03", for Canadian Heritage, September 8, 2003.

45. Responses were provided on a 5-point scale from 1=completely dissatisfied, 2=mostly dissatisfied, 3=neither dissatisfied nor satisfied, 4=mostly satisfied, and 5=completely satisfied, and grouped as 1, 2=dissatisfied, 3=neither, and 4, 5=satisfied.



Non-participants are less likely to be satisfied with delivery elements than participants (not shown in the exhibit). The proportion of participants satisfied (reporting 4 or 5 on the 5-point scale) exceed that of non-participants with respect to the speed of response of Katimavik staff to questions (94 versus 86 per cent) and the extent to which staff get them up to date about application (96 versus 77 per cent).⁴⁶ This may reflect genuine dissatisfaction with the way rejected applications are handled, or may be a reflection of bias against the Program because of being rejected.

A majority of participants rate design elements favourably, but there is wide variation. Results from the participants' surveys indicate that group living, living in different communities, and the volunteer work experience stand out as considerably more appreciated and important to participants than the learning programs, the Learning Plan, and guidance/supervision from Katimavik staff, as the following indicates (Table 3.6):

- ❑ Participants were by far most likely to rank group living, exposure to different cultures, and the volunteer work experience (53, 25 and 14 per cent, respectively) as the most important to them of six Program elements considered; only 1-5 per cent ranked the other elements as most important: learning programs as a whole, the Learning Plan, and project supervision (PCH survey) (column 1).
- ❑ A similar ranking held when participants were asked to rank these elements in terms of what they most appreciated about the Program: group living, going to different communities, and the work experience were ranked considerably higher than learning programs, the Learning Plan and guidance from Katimavik staff (Katimavik-OPCAN survey⁴⁷) (column 2).

46. Note that these percentages are computed exclusive of those who did not provide a response or who did not know, as this proportion was considerably higher for non-participants than participants (owing to the fact that the particular element did not apply to large numbers of the latter).

47. ODDAS STAT, Katimavik Program Questionnaire Analysis, 2002, 2003 and 2004.

- As well, only small minorities of participants indicated learning programs and the Learning Plan had the most impact on expected results of the Program such as acquisition of leadership skills, understanding of the Canadian reality, and commitment to volunteer work; in contrast, majorities indicated the other elements had most impacts in these outcomes (Katimavik-OPCAN survey) (column 3).

There is variation in perceived relative merit of Katimavik's learning programs. Results from participant surveys indicate that the cultural discovery and leadership programs stand out as being the most satisfactory and influential to participants (Table 3.7). The Katimavik-OPCAN Survey of Participants indicated that in 2003-04 (similar to 2001-02 and 2002-03), a majority of participants were satisfied or very satisfied⁴⁸ with all Katimavik learning programs, particularly with the cultural discovery (90 per cent) element (column 1). Similarly, participants were more likely to say that the cultural discovery and leadership learning programs had the greatest impact on decisions made about their life/future (21 and 26 per cent), than they were the other programs, particularly environmental and healthy lifestyle ones (9 and 13 per cent) (column 2). Also, as noted earlier, while majorities of participants possessed skills and attitudes indicative of success of each of the learning programs, generally lower proportions were observed for skills indicating lifestyle changes.

Table 3.6: Participant Views of Katimavik Activities

Katimavik Activities	Average Ranking on Aspects Most Appreciated About Katimavik*	% Ranking Aspect as Most (Second Most) Important to Participant**	Areas on which a Majority of Participants Said Particular Aspect Had the Most Impact* (%)
Group living	1.68	53% (23%)	Acquisition of leadership skills (59%); Learning a second language (56%)
Living in different communities	2.48	25% (38%)	Understanding of Canadian reality (64%)
Volunteer work experience	2.55	14% (24%)	Commitment to volunteer work (76%)
Learning programs	3.99	5% (1%)	None
Guidance/Supervision from Katimavik staff	4.5	1% (1%)	None
Learning plan	5.44	1% (2%)	None
Total	--	100% (100%)	--

* Source: Katimavik-OPCAN Pre/post Participant Survey

** Source: PCH Participant/Non-participant Survey

48. Responding with 4 or 5 on the 5-point satisfaction where 1=very dissatisfied, 2=dissatisfied, 3=neither dissatisfied nor satisfied, 4=satisfied, and 5=very satisfied.

Table 3.7: Satisfaction/Impact of Katimavik Learning Programs

Learning Program	Satisfaction with Learning Program (% indicating 4 or 5 and mean on 5-point scale)*	% Indicating Learning Program Had Greatest Influence on Decisions Made about Life/Future**
Cultural discovery	90% (4.5)	21%
Leadership	70% (3.9)	26%
Healthy lifestyle	66% (3.79)	13%
Environmental issues	63% (3.76)	9%
Second language skills	58% (3.59)	17%
Total	--	88%***

* Source: Katimavik-OPCAN pre- and post-Participant Survey

** Source: PCH Participant/Non-participant Survey

*** Work experience (12 per cent) was also considered along with the five learning programs – percentages would then sum to 100%.

Focus group evidence confirmed participant satisfaction to be high with most design elements of the Program.

Many elements with which participants were satisfied had been found in earlier studies to be less than satisfactory. These elements included the traveling, group living, length of projects, and the size of the groups. However, some participants indicated dissatisfaction in areas identified in the participants' surveys above. Participants were not completely satisfied with the learning plan they had to develop at the start of the project and follow thereafter. There was consensus among participants that the learning plan should be presented in a more formal and structured fashion. They further observed inconsistency in use of the learning plan: in some cases the learning plan was treated more seriously than others, and that guidance from Katimavik Project Leaders varied in quality, with some being much more skilled and involved than others in this process. Participants felt that, though the rules of conduct were necessary, a degree of discretion and flexibility should be exercised in the enforcing of some rules, particularly the curfew and the rule against relationships.

A majority of community partners were satisfied with all design, administrative and delivery aspects of the Program. The evidence from the community-partners survey indicates that at least 68 per cent were satisfied or completely satisfied and no more than 16 per cent were dissatisfied with all aspects of the Program.⁴⁹ Satisfaction was at similar levels to that observed in the 2002 evaluation of the Program. Specifically, the results from the current evaluation are the following:

- ❑ **Administrative aspects:** A majority of respondents indicate being satisfied with the timeliness of the application/approval process for Katimavik (85 per cent), the Katimavik website description of the Program (82 per cent), the amount of information provided by Katimavik for facilitating Program preparation (78 per cent), and the degree of support provided by Katimavik for proposal preparation (72 per cent).
- ❑ **Design aspects:** Almost nine in ten community partners (86 per cent) are satisfied with the composition of the project groups in terms of gender, 82 per cent report being satisfied with the 39-week duration of projects, 76 per cent report being satisfied with the composition of the groups in terms of language, and 72 per cent report satisfaction with its three rotations.

49. Responses were provided on a 5-point scale from 1=very dissatisfied, 2=dissatisfied, 3=neither dissatisfied nor satisfied, 4=satisfied, and 5=very satisfied, and grouped as 1,2=dissatisfied, 3=neither, and 5=satisfied.

- ❑ **Delivery aspects:** A majority of respondents indicate being satisfied with the housing arrangements for participants (74 per cent), the effectiveness of the Local Katimavik Committee (71 per cent), the work performed by the project leader (68 per cent), and the transportation arrangements for participants (68 per cent).

One potential area for concern for community partners is the amount of supervision and training. Community partners feel that participants in other youth programs were better than Katimavik participants in terms of training and supervision they needed to provide to the participants.

It is the evaluators' view, based on the collective evidence presented above, that neither youth participants nor community partners have experienced particular problems arising from the design or delivery of the Program, apart from use of the Learning Plan and project supervision, and to some extent the learning programs.

(e) Adequacy of Performance Measurement and Other Administrative Data

Much progress has been made to enable the measurement of Program performance. Much of this information was used in this evaluation to address relevance, delivery and success issues. Specifically, Katimavik-OPCAN maintains administrative data on participants including the number in equity groups and regions. These data are presented in Program Reports delivered to PCH. Also, as prescribed in its Contribution Agreement, the Corporation conducts annual pre- and post-participants' surveys as a means of measuring Program impact on participants. This information is provided in survey reports delivered to PCH on an annual basis.

PCH has also contributed to this evaluation. PCH Evaluation Services Directorate conducted a participant/non-participant survey as well as a public opinion poll, in order to address delivery, medium-term success, and delivery issues. Randomly non-selected applicants make a good comparison group for participants. Moreover, as participants from three years previously were surveyed, this participant survey enabled the measurement of short-to- medium-term results of the Katimavik experience. It should be emphasised, however, that this participant survey was **not** conducted by Katimavik-OPCAN, as the RMAF prescribed it to do.

Views were mixed among interviewees that the data collected meet needs. PCH managers noted that the data respond well to the needs of the Department; however there is insufficient information available about the level and amount of work being carried out by participants in community projects, making it difficult to judge the employability/professional development benefits of their experience. As well, PCH managers note there is insufficient information currently being collected on the impacts on community partners; however, Katimavik managers noted that they are working towards collecting more information on this aspect of the Program's performance.

A review of the data collected suggests more work is needed to enable proper performance measurement. Katimavik-OPCAN had not responded to the recommendation of an earlier evaluation to regularly collect data on participants some time after their projects, as well as on community partners before, immediately after and sometime after their projects. Moreover, there is lack of up to date electronic contact information on participating youth and community-partner organizations, which also makes the measurement of long-term outcomes particularly difficult (see below). Additional effort is needed to regularly update this contact information on participants and community organizations. As well, the inclusion of information on the nature of the work undertaken in community projects would have been useful, as recommended in the 2002 evaluation of the Program.⁵⁰ The international literature review identified a number of indicators that could be used to assess impacts on communities. Still, recent efforts on the part

50. Étude Économique Conseil ((EEC) Canada) Inc. (April 2002). *Evaluation of the Social and Economic Impacts of the Katimavik Program*, Final Report to Katimavik-OPCAN, Inc.
Online: <http://www.katimavik.org/image/eecrapportfinalEN2002.pdf>

of Katimavik-OPCAN to digitalize contact information on partner organizations are recognized. Finally, in both participant surveys (PCH and Katimavik-OPCAN), it was not possible to compare results by certain “disadvantaged” equity groups (low-income, rural, Aboriginal, visible minority, with a disability), which would prove useful in tracking performance of the Program in this regard.

A gap in this evaluation was an inability to measure medium to long-term outcomes of the Program. More work is needed to meet the requirements of the 2003 Katimavik RMAF Performance Measurement strategy to collect data from participants to determine the extent to which Katimavik contributes to attainment of intermediate/ultimate expected outcomes. A further recommendation of the 2002 evaluation of the Program conducted by Etude Economic Conseil has not been met, which is for Katimavik-OPCAN itself to regularly collect data on participants some time after their projects, as well as on community partners before, immediately after and “sometime after” their projects.⁵¹ As well, the PCH participant survey enabled measurement of outcomes of participants of only up to three years after their Katimavik projects.

Finally, the experience of this evaluation (participant focus groups and community-partner organizations) raised concerns over the Program’s administrative data, specifically their usability for evaluation/survey purposes. This was due to a lack of up to date electronic contact information on participating youth and community-partner organizations, as was noted in the Evaluation Limitations section. Additional effort would be needed on the part of the Katimavik-OPCAN to regularly update contact information on participants and community organizations, which tend to be quite transient. See Appendix D for options on measuring long-term impacts of the Program.

51. Étude Économique Conseil ((EEC) Canada) Inc. (April 2002). *See previous footnote.*

4. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

4.1 Conclusions

(a) *Relevance*

The conditions that gave rise to the Program remain. As well, the Program is addressing current needs of youth by focussing on the skills they need to enter the workforce and on the needs of community-partner organizations that depend on the labour the Program provides to enable provision of services to their communities. The Program is aligned well with Departmental priorities and it is concluded that Federal Government involvement in an initiative of this kind is to a large extent appropriate.

(b) *Success*

The Program is having a beneficial impact on Program participants in terms of improving attitudes to volunteering. However, there is no clear evidence that the Program is having a positive impact on participants' actual volunteering behaviour. Moreover, what constitutes "leadership skills," another expected short-term outcome of the Program, is the source of some lack of clarity and confusion. Katimavik is also positively contributing to the development of professional development skills which are targeted in its expected medium-term outcomes. As well, among the Program's five learning programs, the healthy lifestyle has been least effective in terms of instilling expected attitudes and knowledge. There was only limited evidence of long-term outcomes for participants, mainly because of the lack of suitable data. The Program is having a positive impact on partner organizations, though there was insufficient evidence available to determine if there had been lasting impact on organizations. No real unexpected impacts were observed.

The Program is doing a good job of reaching equity groups, though not targeting any of them. Despite declines in their share of participants relative to earlier years, participants from remote/rural areas or from low-income families are over-represented compared to their share of the Canadian population. These are some of the disadvantaged groups on which experts say the Program should focus. Conversely, representation of women has increased to the point that it is considerably greater than their share in the population. This suggests that more women than men apply to the Program, and/or there is perhaps a need to ensure more equitable representation of the two sexes.

This study has found that not all Program objectives are being attained to the same degree, that some program elements are being delivered more effectively than others (see below) and that there may be value in targeting the Program on certain groups in particular need of the assistance offered under the Program. However, the information available for this evaluation did not enable determination as to whether or not all Program objectives and activities are needed for all youth.

(c) *Cost-effectiveness*

The per-participant costs of the Program exceed those of most comparable programs. To a large degree, this can be explained by the more comprehensive objectives and activities of the Program. However, its salaries account for a significant share of total Program costs, certainly higher than for a program of similar scope. Moreover, the costs per participant have risen in recent years despite increased participant intake that arose from increasing Program funding, which was expected to have resulted in economies of scale. Nor have skill gains for participants been manifested from the increased Program funding.

To properly gauge cost-effectiveness of Katimavik in comparison to other programs, one would need accurate and comparative data on outcomes for participants and non-participants for both Katimavik and the other similar programs. However, such information was not readily available.

The Program relies too heavily on the Federal Government for funding. Katimavik-OPCAN must diversify its funding, making more earnest efforts to raise money from other sources such as corporate sponsors, past participants and possibly current participants who can afford it. The Corporation should also be looking for ways to reduce costs, while ensuring changes made do not negatively impact on participant outcomes.

(d) *Design and Delivery*

From the perspective of participants and community-partner organizations, no design or delivery restraints exist. Most youth participants and organizations are satisfied with design, delivery and administrative aspects of the Program. There is some concern, however, raised by participants over the Katimavik Learning Plan and project supervision, and by community-partner organizations over the amount of supervision and training they needed to provide to Katimavik participants compared to participants in other programs. The environmental and healthy lifestyle learning programs have had the least influence on participants' life and future.

Administratively, Katimavik-OPCAN is monitoring the community projects, is being held appropriately accountable for its actions, and is responsive to suggestions made for improvement. The separation of Katimavik from other PCH Exchanges programs has not caused any difficulties.

However, concerns must be raised here. First, it is not clear to what extent Katimavik-OPCAN utilizes the information gathered using its management tools. Second, the Corporation needs to strengthen its administrative performance measurement system particularly in tracking participants and community organizations following completion of the projects. Third, PCH requests to Katimavik-OPCAN have not always been met, for example, to make greater effort to diversify funding sources and consider new ways of developing projects. Fourth, some regional staff have had difficulty in adapting to changes in the Program's reporting structure.

4.2 Recommendations and Management Response

Clarity of objectives: The Program should clear up confusion about the "leadership" skills, which it does not distinguish from professional development skills, which are the focus of the Program's medium-term expected outcomes.

Management Response:

The logic model for the Katimavik Program has been modified to address this concern. "Leadership skills" are no longer measured as an immediate result of the program; "personal, professional, and social skills" are measured as intermediate outcomes. Katimavik-OPCAN will be required to provide a definition of "leadership" which remains a key component of the overall mission of the Katimavik Program, and to clarify how "leadership" relates to "personal, professional, and social skills".

Effectiveness of activities: The Program should consider re-focusing, revisiting or reducing what it does. The Program has many objectives and activities. Yet it has not had a significant impact on participants' volunteering behaviour, one of the Program's major objectives, and has been found to be less helpful in some areas than others. The following is suggested:

- ❑ The Program should consider making changes to improve project supervision, the Learning Plan, and its learning programs. These aspects of the Program engendered lower ratings than other elements. In particular, changes should be considered to the healthy lifestyle and environmental issue learning programs. Small numbers of participants feel they have had the greatest influence on their lives and futures.
- ❑ The Program should find ways of improving the volunteer experience for participants. The evidence indicates that Katimavik has not had much of an impact on participants' volunteering behaviour following the completion of community projects.

Management Response:

These observations will be taken into consideration as the YPD examines and assesses various approaches to promoting youth volunteerism. Katimavik-OPCAN will be required to develop proposed short-term programming adjustments for the 14.5-month renewal phase to respond to these issues, as well as long-term suggestions for the Government to address these concerns in future initiatives to promote youth volunteerism. (For example, with regard to program impacts, if one of the volunteer placements took place in the participant's home community, this may have a more significant impact on their volunteering behaviour, given that participants would make contact with local voluntary sector organizations that could provide future opportunities or incentives to volunteer beyond the length of the program.)

Targeting: The Program should consider targeting efforts with respect to certain disadvantaged groups. The Program does not target equity groups, yet it has done a good job reaching them, despite some declines in their representation in recent years. Experts and some research suggest that certain groups, such as youth from low-income families, rural settings, visible-minority groups, or Aboriginal ancestry, or having a disability, have deficits in skills and experience that are the focus of the Program. Targeting these groups may be a way for the Program to focus its efforts. Moreover, it already maintains the data necessary to measure representation of these groups (though not necessarily their performance; see down for recommendations on performance data).

Management Response:

This recommendation will be taken into consideration as the YPD explores various approaches to promoting youth volunteerism. For example, delivering youth volunteerism initiatives through a range of delivery organizations would have the advantage of reaching diverse youth clientele in more depth. Katimavik-OPCAN will be required to develop proposed short-term (14.5-month renewal phase) and long-term programming suggestions to respond to this issue as well, particularly with regard to increased reach to Aboriginal, new Canadian, and at-risk youth (within current funding levels).

Efficiency: The Program must undertake a number of actions to increase its efficiency, as follows:

- ❑ Administrative cost savings have not materialized, as expected, from recent funding increases and increased participant intake. Adequate explanations are required as to (1) why, in the first place, economies of scale were expected to offset the enhanced learning activities paid for by the increased funding; and (2) why in fact per-participant costs rose following the increased funding to the degree that they did.

Management Response:

Katimavik-OPCAN will be required to respond to these questions. An audit is also currently underway examining the recipient's compliance with the terms of the Contribution Agreement for fiscal years 2004-05 and 2005-06. This audit is expected to be completed by the end of June 2006 and may provide additional insight into the above questions.

- ❑ Per-participant costs are high relative to other youth programs, a gap that cannot be explained solely by the comprehensiveness of what Katimavik seeks to do. Consideration should be given to cost-cutting measures such as reducing the number of regional offices, the number of rotations (communities), and the project length, or deploying two groups to a single community, while ensuring that such changes do not have negative repercussions for participants.

Management Response:

Katimavik-OPCAN will be required to propose short-term (14.5-month renewal phase) cost-cutting measures to be approved by the YPD, as well as long-term cost-cutting proposals for future initiatives. YPD may also impose new maximums for certain categories of eligible expenditures, depending on the findings of the ongoing recipient audit.

- ❑ Salary costs represent a very high proportion of total Program costs (40 per cent), even higher than in the case of a program of similar scope to Katimavik (the U.S. AmeriCorps' National Civilian Community Corp at 30 per cent). There is a need to reduce the high-salary costs of Katimavik-OPCAN. Ways should be found to reduce project development expenditures in which salary costs figure prominently, possibly by experimenting with different approaches to developing projects.

Management Response:

Katimavik-OPCAN will be required to propose short-term (14.5-month renewal phase) salary cost-saving measures to be approved by the YPD. YPD may also impose new salary maximums (as a percentage of total eligible expenditures), depending on the findings of the ongoing recipient audit.

- ❑ Document and ensure that effective use is being made of management reporting and tools that have been developed. Investigate the extent to which the training manual that Katimavik-OPCAN has developed has enhanced delivery across community partners. Ensure regional offices understand their reporting responsibilities under the new management/reporting structure. Consider greater use of technology for reporting purposes by regional offices.

Management Response:

YPD will require that Katimavik-OPCAN: undertake an assessment of the use and effectiveness of the training manual; communicate reporting responsibilities to regional offices and confirm their understanding of same; incorporate appropriate use of technology into reporting systems; and report back to YPD on the status of these measures by August 1, 2006.

- ❑ If further cost cutting is needed, consideration should be given to the healthy lifestyle learning program, which was identified by participants to be less likely to have influenced life decisions and/or to have been successful with regard to imparting particular attitudes and knowledge.

Management Response:

Katimavik-OPCAN will be required to demonstrate that it examined the advantages and disadvantages of implementing this suggestion when it reports on short- and long-term cost-saving strategies.

Funding diversification: The Program must strengthen efforts to obtain funding from non-government sources. Insufficient progress in diversifying funding sources has been demonstrated, despite four or five years of efforts on the part of Katimavik-OPCAN. Potential approaches include requiring community partners to obtain other sources of funds, paying even more attention to raising money from corporate sponsors and past participants, and considering charging a fee for participants able to afford it.

Management Response:

Katimavik-OPCAN will be required to submit an action plan by August 1, 2006 for securing 20% of its funding in cash from non-government sources within the next three years. This three-year action plan must reflect incremental progress towards the 20% target.

Performance measurement: The Program must strengthen its performance measurement efforts along the lines laid out below:

- A limitation of this evaluation was an inability to measure long-term impacts of Katimavik. The Program must maintain up to date contact information on participants and community partners, by asking youth and organizations to update the Program as to their location and by regularly polling them up to at least five years following their participation in a Katimavik project.

Management Response:

Katimavik-OPCAN will be required to develop strategies and concrete tools for maintaining up to date contact information on participants and program applicants who were not selected to participate, as well as for polling them with a post-Program questionnaire at one-, three-, five-, ten-, and fifteen-year intervals after the Program. This would allow for comparative outcome analyses. (This new requirement complements but does not replace the existing pre- and post-Program participant questionnaires currently administered by Katimavik-OPCAN).

Katimavik-OPCAN will also be required to develop strategies and concrete tools for maintaining up to date contact information on community partners who will also be polled at intervals (every year for three years following a community project) to allow for improved measurement of long-term program impacts on their organization's capacity.

- The Program should collect and maintain data on the nature of the activities that take place in the community projects, to enable better outcome measurement for participants and community partners.

Management Response:

Katimavik-OPCAN will be required to develop an information-gathering tool (e.g. community project activity report, questionnaire, or interview process) and database for storing the information in a manner that is accessible and lends itself to analysis.

- Existing participant surveys do not contain questions enabling accurate measurement of the incremental impact of the Program on participants. The Katimavik-OPCAN organization should ask questions on participants' surveys on whether or not they would have volunteered without Katimavik and what they would have been doing if not participating in Katimavik, in terms of working and schooling.

Management Response:

Katimavik-OPCAN will be required to amend its participant questionnaires to include questions of this nature.

- ❑ Participants' surveys should also collect information on equity group characteristics of participants (e.g., from a rural community, Aboriginal, from a low-income family, with a disability). This would enable measurement of the degree to which the need for and success of the Program among youth is similar across different types of youth.

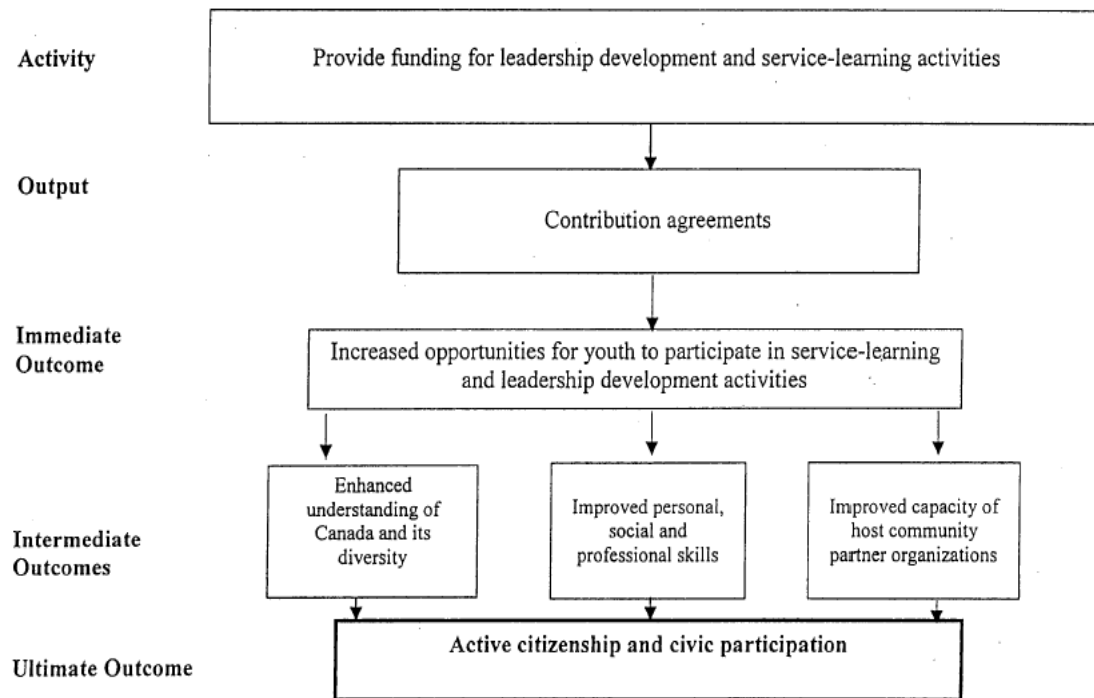
Management Response:

Katimavik-OPCAN will be required to amend its participant questionnaires to include data on equity group characteristics, including youth from a rural or remote community, Aboriginal youth, youth with a disability, visible minority youth, and household income status.

APPENDIX A
Katimavik Program Logic Model

APPENDIX A
Katimavik Program Logic Model

Figure 1 – The Katimavik Program Logic Model



APPENDIX B
List of Key Informants and Experts Interviewed

APPENDIX B

List of Key Informants and Experts Interviewed

Key Informants

- ☐ Suzanne Clément, Director General, Citizenship Participation and Promotion, PCH
- ☐ François Gagnon, Director, Exchanges Canada, Canadian Studies and Katimavik, PCH
- ☐ Pascale Robichaud, Senior Program Officer, Exchanges Canada, PCH
- ☐ Katimavik-OPCAN Inc.
- ☐ Michael DeJong, PCO representative, Federal Central Agency

Experts

- ☐ Imagine Canada (Canadian Centre for Philanthropy)
- ☐ Volunteer Canada
- ☐ Community Foundations of Canada
- ☐ YMCA Greater Toronto
- ☐ George Warren Brown School of Social Work, Washington University, St. Louis

APPENDIX C
Characteristics of Other Youth Programs with Varying Objectives
Corresponding to at least one of Katimavik's Objectives

APPENDIX C
Characteristics of Other Youth Programs with Varying Objectives
Corresponding to At Least one of Katimavik's Objectives

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
CANADA						
Exchanges Canada (Canadian Heritage - federal)	Reciprocal Exchanges - pair youth aged 12 - 17 from different regions of the country; lodging with host family; minimum of five days, minus the travel time. Youth Forums - Youth aged 14-25; lodging in hotels; normally meet for five days.	To help youth learn first-hand about the history, geography, industry, institutions, cultures, communities, languages and other facets of their country.	14,152 (2003-04)	\$854 per participant = \$12,085,104 / 14,152 participants (2003-04) (PCH covers travel)	<ul style="list-style-type: none"> • Friendships • Learning about own and new communities • Learning new things about Canada • Discovering different ways people live • Developed interest in learning more about Canada • Involvement of under-represented groups 	1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of the Canadian reality.
Summer Work Student Exchange (Canadian Heritage - federal)	Six week summer job in participants' second language and in another part of the country. Lodging with the family of the student with whom they have been paired. Co-ordinators (university students) are responsible for supervising program participants and developing a program of activities for their benefit. The Program is open to young Canadians 16 and 17 years of age.	To help youth gain work skills and learn a second language.	1,178 (2003-04)	\$5,517 per participant = \$6,500,000 / 1,178 participants (PCH covers travel and wages)	<ul style="list-style-type: none"> • Employment (a salary / wages) • Improved second language skills 	1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of the Canadian reality 3) Promote community service.

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
Official Languages Monitor Program (Canadian Heritage –federal)		To help youth acquire second language competency.	624 (2003-04)	Information forthcoming		1) Offer a diversified experience fostering a better understanding of the Canadian reality.

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
Youth Employment Strategy (13 Federal Government departments and agencies)	<p>A federal strategy, revamped in 2003, to help young Canadians (15-30) obtain career information, develop skills, find good jobs and stay employed. Thirteen federal departments and agencies work with partners in other governments, businesses and communities to deliver the initiatives under three programs</p> <p>Skills Link (HRSDC, INAC, CMHC) provides funding to community organizations to help out-of-school youth facing employment barriers to develop a broad range of skills, knowledge and work experience needed to participate in the job market.</p> <p>Career Focus (10 federal entities) provides funding for employers to help PSE graduates obtain career-related work opportunities to support development of advanced skills, to help them make career-related links to the job market, and to assist them in becoming leaders in their field.</p> <p>Summer Work Experience (PCH, HRSDC, IC, INAC, Parks Canada) provides wage subsidies to employers to create summer employment for secondary and post-secondary students, and support the operation of summer employment offices.</p>	To help young people, particularly those facing barriers to employment, get the information and gain the skills, work experience and abilities they need to make a successful transition to the workplace.		\$155 million per year as of 1998 (revamped in 2003, but current figures not available)		1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of the Canadian reality.

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Youth Services Canada (formerly a separate program under YES; now part of the Skills Link Program)	Provided unemployed and out-of-school youths 15-30 an opportunity — within a community service project that typically lasted 6 to 9 months — to gain relevant work-related experience. Projects were run by not-for-profit sponsor organizations that assisted youth with planning career choices, improving employability and making a successful transition to the labour market or return to school.	To help youth: acquire real work experience; learn or enhance transferable job skills; develop personal qualities/skills such as self-esteem, leadership, communication and teamwork; contribute to their community and country; and gain knowledge / awareness of community.	8,237 (1994-95 to 1996-97)	\$8,277 per participant = \$68M / 8,327 participants (1994-95 to 1996-97)	No statistically significant program effect on earnings, hours worked per week or annual social assistance benefits. In the short term, project participants spent less time in the labour force and less time employed than would have been the case in the absence of the YSC experience Reduced reliance on EI. Increased confidence in knowing how to find a job.	1) Personal, social and professional development of participant (work skills).
Youth Internship Canada (formerly a program under YES; now part of the Career Focus program)	Created entry-level opportunities for youth to make effective transitions from school to work. It also supported young people who want to start to expand their own business. Participants were youth, normally under 30 years of age. Partners included educational institutions, NGOs, private businesses, community organizations and other levels of government. These partnerships can provide financial or "in kind" contributions.	To help youth gain employability skills and practical work experience with an employer; acquire entrepreneurial skills.	15,000 (1997-98)	\$6,333 per participant = \$95M / 15,000 participants (1997-98)	The program helped participants gain experience and, at the time of the evaluation, 50% of those who had completed their projects were still working for the same employer. An additional 17% were working full-time for another employer and 19% were working part-time also for another employer.	1) Personal, social and professional development of participant (work skills).

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Young Canada Works (YCW) – Internship (PCH - federal; part of YES Career Focus)	Helps unemployed or underemployed college or university graduates, up to 30, find internships in order to gain career-related experience. Two programs: YCW at Building Careers in Heritage and YCW at Building Careers in English and French	To help youth establish contacts in the workplace, perfect professional skills in their chosen field, and improve career options by working in Canada or abroad.	129 (2003-04)	\$10,972 per participant = \$1,415,460 / 129 participants (2003-04) (wage subsidy, PCH covers 46% of wages)		1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of the Canadian reality.
Science and Technology Internship Program (Natural Resources Canada - federal; part of YES Career Focus)	Provides an opportunity to recent graduates in science or engineering to gain relevant and meaningful work experience over a maximum of 52 weeks. Potential interns are invited to work on natural resource sciences projects of commercial potential.		77 (2002-03)	\$7,792 per participant = \$600K / 77 participants provides \$12,000 per placement;partners must match Program funding with at least an equal amount in salary		
Science Horizons Youth Internship Program (Environment Canada – federal; part of YES Career Focus)	Offers promising young scientists and post-secondary graduates hands-on experience working on environmental projects under the mentorship and coaching of experienced scientists and program managers.		100	\$12,000 per placement. (Employers must provide a minimum of 30% of the eligible cost of the project)		

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Housing Internship Initiative for First Nations and Inuit Youth (CMHC – federal; part of YES Skills Link)	Provides work experience and on-the-job training for First Nations and Inuit youth to assist them in pursuing long-term employment in the housing industry.			\$1 million for 2004 (Sponsors cover administrative costs related to employing a youth trainee, and contribute financially towards wages)		
Young Canada Works (YCW) - Summer Works Program (PCH federal; part of YES Summer Work Experience)	Helps high-school, college and university students aged 16-30 find summer jobs. Three programs: YCW for Aboriginal Urban Youth, YCW in Heritage Organizations, YCW in both Official Languages.	To help youth increase their language ability, appreciate diversity, gain employability skills, acquire practical knowledge promoting and preserving our heritage.	2,166 (2003-04)	\$3,416 per participant = \$7,400,970 / 2166 participants (2003-04) (wage subsidy, PCH covers 68% of wages)		1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of the Canadian reality.
Post-Secondary Co-operative Education and Internship Program within the Public Service of Canada (PSC - federal)	The Public Service Commission of Canada (PSC) is responsible for approving Co-op and Internship programs from which managers in the federal Public Service may recruit students. There are thousands of these programs open to individuals defined as “students” under the TBS guidelines.	To gain work skills	Since 1990, the Federal Government has employed over 3,000 students each year under these programs.	Information not readily available	No evaluations could be found.	1) Personal, social and professional development of participant.

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NRC Co-op Program (NRC - federal)	Provides practical career-related experience work terms to promising students in science, engineering, and technology. Work terms are also offered in the business, public relations, communications, library sciences, marketing, and administration fields. The program is open to students at university/college with a recognized co-op program.	To gain work skills	Information not readily available	Information not readily available	No evaluations could be found.	1) Personal, social and professional development of participant.

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
Canada Volunteerism Initiative (CVI) (Volunteer Canada - federal)	<p>Community Support Centre for Innovation. Managed by Volunteer Canada with support provided by Imagine Canada, this Centre provides \$800,000 a year for pilot and demonstration projects designed to test innovative volunteer development strategies. The findings from these projects will provide new tools and resources to organizations across the country.</p> <p>Information, Capacity Building and Awareness Centre The Centre, operated by Volunteer Canada, administers an information clearinghouse, an outreach and awareness campaign, as well as a networking, training and capacity building program.</p> <p>Knowledge Development Centre The Centre, managed by Imagine Canada, funds extensive research on volunteers and volunteerism – both community-based and national projects.</p> <p>Local networks ensure the CVI responds to the needs of voluntary organizations and volunteers in each province and territory. Through these networks, voluntary organizations and representatives from various levels of government meet to exchange ideas and better understand local priorities. Each network has developed a volunteerism action plan and community investment strategy for their region.</p>	<p>To encourage Canadians to volunteer with organizations; To enhance the experience of volunteering; To improve the capacity of local organizations to involve volunteers, by helping them to:</p> <ul style="list-style-type: none"> • attract, engage and retain volunteers • access up to date research on volunteerism • understand the barriers and motivations to volunteering • access information, tools and development opportunities • network and share information on best practices in volunteer management • try out and adopt new and innovative models for involving volunteers. 		\$35M (2002-03 to 2007-08)	No evaluations could be found.	3) To promote community service

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
ELSEWHERE						
Millennium Volunteers - UK	Young people aged 16-24 give up their free time to help their local communities through such activities as coaching a school football team, working at a community radio station or helping create a garden for local residents.	To help youth gain entry into employment and/or further education. To have intangible impacts on youth such as increased personal development, confidence and empowerment.	59,832 (1998-2002 period)	\$1,396 per participant = £40,649,000 / 59,382 participants (1998-2002)	<ul style="list-style-type: none">• Increased confidence• Increased willingness to try new things• Happier meeting and mixing with others• More aware of the needs of others• Many skills gained, from computers and environmental conservation to public speaking and teamwork• Career plans developed• Increased chances of employment• Route to further education• Social activities, making friends• Satisfaction, feeling they made a difference• Development of citizenship (increased commitment to volunteering)	1) Personal, social and professional development of participant; and 3) Promote community service.

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
National Civilian Community Corps (NCCC)- AmeriCorps (US)	A 10-month, full-time residential program for young people, 18-24. Members each serve in teams of 10 to 15 for one year full-time (17,000 hours per group) at one of five campuses across the country, in 4-6 community-based projects primarily in public safety, public health, and disaster relief, serving both their own community and communities across their region.	To help youth acquire teamwork, communication, responsibility, and other essential skills.	1,000 in 1999-2000; 1,156 in 2002-2003	\$26,600 (CDN\$) per participant = \$26.6M / 1,000 participants (1999-2000) (includes: a living allowance of \$4,000, up to \$400 a month for childcare, and an education award of \$4,725 upon successful completion)	Statistically significant positive impacts on: civic engagement (both attitudes toward and participation in volunteerism); and employment (basic work skills) Negative impact on cultural and ethnic diversity.	1) Personal, social and professional development of participant; and 2) Offer a diversified experience fostering a better understanding of diversity 3) Promote community service.

Program	Program Description	Objective of Program for Youth	Number of Participants	Cost per Participant = Total Budget / No. of Participants	Demonstrated Benefits for Youth (as per Evaluation, Assessment, Review Study)	Link to Katimavik Expected Outcomes
European Voluntary Service	Civic activity in another country (Action 2) : completion of a project of a personal nature in another country for youth 18 to 25 years old. Projects last from six to 12 months. Activity is aimed at developing solidarity and is unpaid. It allows participants to grow by focussing on their social, cultural, environmental and technological needs.	<p>To involve young people actively and personally in unpaid and non-profit making activities designed to help meeting the needs of society in a wide range of fields</p> <ul style="list-style-type: none"> To provide the young volunteers with an experience of informal education with a view to acquiring social and cultural skills and enhance their employability, To implement voluntary service projects in a spirit of partnership and shared responsibilities between the sending and hosting organizations as well as the volunteer, To provide short-term voluntary service and specific support and training for people with less opportunities and to help them to integrate gradually in long-term voluntary service and/or other Actions of the YOUTH programme, To introduce voluntary service activities as a new element in existing partnerships and/or create new partnerships between organizations/associations/structures active in the social, cultural, youth or environmental fields, To involve organizations which have not yet participated in EVS, To include a new area of activity, or have innovative features, To bring an added value to the local community and support its development, To provide volunteers with a document (certificate), which attests the participation as well as the experience and skills acquired in Action 2. 	9660 participants (2000-2002)	\$9,341 (CDN\$) per participant = 66.5 million Euros / 9,660 participants	<ul style="list-style-type: none"> EVS produce an impetus on personal development and a considerable gain in self-confidence. Changed personal, educational or professional aims. Back home, former EVS volunteers often think and act in a more open, tolerant and helpful way and are more likely to participate in other non-formal education activities or to encourage peers to do the same. EVS clearly allows young people to acquire new personal, social, intercultural and technical skills, which can help to increase their employability. Youth workers involved in the management of EVS projects acquire new skills and competences. Most quoted are organizational skills, solidarity, creativity, a stronger sense of responsibility, strengthened international 	<p>1) Personal Social and Professional development of participants</p> <p>2) Offer a diversified experience fostering a better understanding of the European reality</p> <p>3) Promote community service</p>

APPENDIX D

Measuring Long-Term Outcomes of Katimavik: Draft Methodology

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Ideally, to measure the long-term impacts of Katimavik, participants, as well as a group of non-participants from 5-15 years ago would be contacted and queried about their current attitudes and status. No studies along these lines have been uncovered in the literature search, apart from one being sponsored by the U.S. Americorps which has embarked on a longitudinal study to measure the long-term impacts of its community service programs⁵². The most recent report of this study presents results mostly at year one and for some measures at year three following program completion, but indicates that many of the impacts from Americorps service programs will not manifest themselves until years later and will be reported on in subsequent reports. This explains why a long-term longitudinal study was deemed necessary to properly measure the impact of the Americorps programs, and would be needed to do the same for the Katimavik Program.

To conduct long-term impact analysis for Katimavik, the following two options are offered:

Option 1 (less costly):

(1) Compile a database of some 3,000 former Katimavik participants who participated in a Katimavik project starting in 1990, and another database of 4,000 individuals who have applied since 1990 but were not successful in becoming Katimavik participants. It is suggested that more names of non-participants would be needed because of the likely greater difficulty in securing the cooperation of this group to participate in the survey, and because of the need to find individuals who are similar to participants (not all non-participants would be suitable; in the end, the number of non-participants who are a fairly close match to participants would be similar to the number of participants who participate in the survey).

□ Our experience in this evaluation suggests the number of names in the sample frame should be a declining function of the year they participated in, as the chance of having accurate contact information on participants is a steeply declining function of the year of participation.

(2) Devote much time and effort in contacting these individuals in the survey. Again, our experience in recruiting for the focus groups tells us that the existing contact information on these individuals maintained by the Program is not strong and, thus, much effort will have to be expended to reach these individuals.

(3) In the survey, enough information will be gathered to establish how non-selected individuals surveyed compare to participants surveyed -- from several perspectives, namely (a) a demographic point of view (age, sex, region); (b) participation in activities that may have contributed to the individual's current status since the year of project completion (education, travel, jobs); and (c) current characteristics speaking to the objectives of the Program, namely attitudes to and participation in volunteering and civic participation, bilingual capacity, and employment status (type and earnings of job).

(4) In the subsequent analysis, differences in outcomes between participants and non-selected participants will be measured and then explained in terms of differences between the two groups (if any), and activities in which the two groups participated in the intervening years since the year of project completion. Any additional differences can be attributed to participation in the Katimavik project and interpreted as an impact of the Program.

52. Abt Associates, Inc., *Serving Country and Community: A Longitudinal Study of Service in America*, Early Findings, Corporation for National and Community Service, December 2004.
http://www.americorps.org/about/role_impact/index.asp

Option 2 (more costly):

(1) Following the lead of the American study, establish a baseline for Katimavik participants and non-participants (non-selected applicants) by surveying them within a few days of enrolling in the Program (and the equivalent date for non-participants). Ask questions about prior service experience, demographic characteristics, attitudes relating to expected outcomes of the Program, and additional information to assess selection bias.

- ☐ For Canada, the comparison group would actually be better than the one used in the American study because for the former (the Canadian study) non-participants are randomly non-selected applicants, whereas for the latter (the US study) non-participants are merely those who enquired about the Program but did not apply to participate in it.

(2) Survey participants and non-participants one year, three years, and 5-15 years after participating in the Program and ask information about activities and attitudes relating to the expected outcomes of the Program.

(3) Assess and control for differences between participants and non-participants, and then measure differences between participants and non-participants relating to the expected outcomes of the Program (as in the final step in Option 1).

Note that Option 2 assumes efforts on the part of the Program to track former participants in order to maintain current contact information on them. One suggestion is for the Program to annually send former participants a postage-paid postcard asking them to update their contact information and return the card to Katimavik-OPCAN.